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ABSTRACT

This study presents a nationwide picture of the prevalence, structure, and features of formal school- and center-based programs that provide before- and after-school care for children between the ages of 5 and 15. Data for the study were gathered in 1991 through telephone interviews of some 1,300 child care programs and site visits to 12 programs. Chapter 1 of the report provides introductory information and chapter 2 profiles program enrollments. Chapter 3 describes the organizational characteristics of the providers. Findings related to programmatic features and the demand for additional services are considered in chapter 4. Chapter 5 discusses characteristics of programs that serve high proportions of children from lower-income families, and chapter 6 examines the characteristics of programs located in public schools. Findings and issues related to program quality and user satisfaction are summarized in chapter 7. In chapter 8, the report's conclusions and their implications for policy and practice are presented. Three appendixes provide: (1) descriptions of the characteristics and operations of the 12 programs visited; (2) the study's design and methodology; and (3) the instrument used in the telephone survey. A separately published 17-page executive summary has been appended. (MDM)

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NATIONAL STUDY OF
BEFORE & AFTER SCHOOL PROGRAMS

FINAL REPORT

**Prepared under contract for
the Department of Education by:**

**RMC Research Corporation
Portsmouth, NH**

in collaboration with:

**School-Age Child Care Project at Wellesley College
Wellesley, MA**

**Mathematica Policy Research, Inc.
Princeton, NJ**

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NATIONAL STUDY OF BEFORE- AND AFTER-SCHOOL PROGRAMS

1993

Final Report to the Office of Policy and Planning
U.S. Department of Education, Contract No. LC89051001
Elizabeth Farquhar and Daphne Hardcastle, Project Officers

Prepared by:

RMC Research Corporation

Patricia S. Seppanen
John M. Love
Dianne Kaplan deVries
Lawrence Bernstein

School-Age Child Care Project at Wellesley College

Michelle Seligson
Fern Marx

Mathematica Policy Research, Inc.

Ellen Eliason Kisker

With contributions by:

Ellen Gannett
Caryl Goodman
Fran Kessler-Richardson
Susan O'Connor

RMC
RESEARCH CORPORATION
1000 MARKET STREET
PORTSMOUTH, NH 03801

The views expressed in this report, developed under contract to the U.S. Department of Education, do not necessarily reflect the position or policy of the Department, and no official endorsement by the Department should be inferred.

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CHAPTER I: INTRODUCTION

Purpose of the Study

This study provides the first nationwide picture of the prevalence, structure, and features of formal school- and center-based programs that provide before- and after-school care for children between the ages of 5 and 13.

The primary purpose of the National Study of Before- and After-School Programs is to establish a descriptive foundation upon which others can build additional research to inform policy and practice. Our research places special emphasis on the current role of the public schools in the provision of before- and after-school programs and the degree to which economically disadvantaged children and families participate.

This national study explores many of the pressing questions about before- and after-school care, providing descriptive information about: (a) the current national capacity for providing school-age care and the utilization rates for existing programs; (b) the organizational characteristics of providers, including their sponsorship, operating schedules, fees, licensing, accreditation, etc.; (c) the nature of programming, including program purposes, activities, location and use of space, staff characteristics, and the role of parents; and (d) features that characterize programs serving high proportions of children from low-income families and those that distinguish higher-quality from lower-quality programs.

Our report completes a trio of studies sponsored by the Departments of Education and Health and Human Services between 1989 and 1992. The Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991), sponsored by the U.S. Department of Education, provides comprehensive information on the current supply of formal early education and child-care programs. The National Child Care Survey 1990 (Hofferth, Brayfield, Deich, & Holcomb, 1991), funded by the Department of Health and Human Services/Administration on Children, Youth, and Families and the National Association for the Education of Young Children, with U.S. Department of Education coordination, provides current information on parents' choices of early education and child-care arrangements.

Deep concern about children's social, educational, and economic future has informed the broader context of this multifaceted, interdisciplinary inquiry into the nature and quality of environments in which large numbers of children routinely spend considerable portions of time during their early years. Comparability of findings across these national studies is facilitated because all three used the same counties as their primary sampling units (see Appendix B).

Background of This Study

Educational and professional associations first began to focus on school-age child-care issues in the 1940s. A central theme of the March 1943 annual meeting of the American Association of School Administrators was the "plight" of the "door key children" (Seligson, Genser, Gannett, & Gray, 1983, p. 21). While public awareness about "latchkey" children[1] and the need for school-age care has resurfaced only relatively recently, the issue is certainly not new.

A century-old issue. Private charities and day nurseries began providing care for school-age children as early as 1894 (Seligson, et al., 1983, p. 20). Often these early services had a mission to help immigrant children assimilate or to offer care for children from poor, troubled homes.

By the early 1920s, "progressive" educational concepts, such as the use of dramatic play, arts and crafts, and recreational activities, were influencing private-school practices. Soon these innovations were being extended to "underprivileged" children through the establishment of "play schools," organized in settlement houses, community centers, housing projects, and public schools in major urban areas across the nation. Throughout the 1920s and 1930s the play school concept spread, expanding to meet the needs of families as traditional forms of care became less available with the population shift from rural to urban areas and as increasing numbers of mothers entered the out-of-home labor force.

School-age care became a public policy issue with the advent of World War II. Given the urgent need for female workers to sustain the war effort, federal funds were made available to meet the increased need for child care for youngsters of all ages. During the war years, nearly 3,000 extended-day school programs served over 100,000 school-age children, and 835 school-age child-care centers served another 30,000, along with several hundred combined school-age/nursery child-care programs (Seligson, et al., 1983, p. 21). At this time some 95 percent of all day-care centers were under the auspices of the federal Office of Education, and most of the school-age programs were located in the new schools built in the 1930s by the Works Project Administration. The Office of Education also sought to encourage further expansion of child-care services by distributing pamphlets on how to start after-school programs, recommending that local child-care committees be formed, and advocating that schools were the most viable location for these programs.

When the war ended and women were no longer needed to replace male workers, federal funding of the child-care programs ended, though in a few areas of the country funding was assumed by state or local governments (as was done by the state of California and New York City) as women continued to participate in the workforce and the need for affordable school-age child-care services remained widespread. As a national policy issue, however, child care and the role of the public schools in providing school-age care did not reemerge until the 1970s.

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[1] "Children who are responsible for themselves or their younger siblings when school is out and parents are not at home" are described as "latchkey kids," unsupervised children, or children in "self-care" or sibling care (Divine-Hawkins, 1992, p. 4).

Need/demand for school-age child care. Over the past two decades, several trends in American society have influenced the need and demand for non-familial care arrangements for children ages 5 to 13. These include:

- dramatic increases in the numbers of family members working outside the home who are unavailable to supervise children when school is not is session;
- rising fears about the health and safety risks unsupervised children may experience; and
- the growing interest in supplementing formal K-12 education with a variety of informal social and educational activities that enhance children's development.

Increased demand for child care reflects four demographic shifts:

- the growth in the number of young children as the baby boom cohort has begun to reproduce;
- the sharp increase since 1970 in the employment of mothers with young children;
- an increase in the proportion of single-parent families; and
- fewer family members available to care for school-age children during non-school hours.

Between 1970 and 1990, the proportion of American children under age 18 with mothers in the labor force rose from 39 percent to 62 percent (U.S. Bureau of Labor Statistics, 1990, as cited in Willer, Hofferth, Kisker, Divine-Hawkins, Farquhar, & Glantz, 1991). For mothers whose youngest child was 10 to 12 years of age, the 1990 employment rate was 70 percent, with 49 percent working full-time and 21 percent part-time. The National Child Care Survey 1990 (NCCS) found that care arrangements for 5- to 12-year-old children in families with employed mothers was as follows: care by relatives, the most commonly reported arrangement, accounted for 25 percent of the children; centers served 14 percent; family day care, 7 percent; in-home care, 3 percent; and "other," 7 percent. No arrangements were provided for 44 percent of the children.

The NCCS study also estimated that school-age children accounted for some 2.5 million (or nearly one-third) of the 7.6 million children under the age of 13 enrolled in center-based child care in 1990.

Child-care experts point out that school-age children spend 70 to 80 percent of their awake hours outside of school (not counting school holidays or vacation months). By 1995 it is estimated that more than three-fourths of all school-age children -- over 26 million American youngsters -- will have mothers in the workforce (Child Care Action Campaign, 1992b). The extent of increasing need for school-age care should thus continue to attract the attention of policy makers at all levels of government, child-care providers of various types, public and private schools, employers, and parents.

Children in self-care. As the NCCS study shows, self-care appears to be well-established by age 7 or 8 and is the most widely used arrangement for school-age children after age 11 or 12 (Divine-Hawkins, 1992). Earlier estimates of the numbers of school-age children nationwide who are unsupervised during non-school hours range from 2 million to 15 million (Child Care Action Campaign, 1992a; Children's Defense Fund, 1989; National Commission on Working Women, 1989; U.S. Bureau of the Census, 1987).

Most data sources show that children in self-care are found across all socioeconomic groups. Indeed, the National Education Longitudinal Study of 1988 (NELS:88) found that eighth-grade children of families in the highest SES quartile are almost twice as likely as those in the lowest SES quartile to report that usually no adult is home when they return from school (approximately 21 percent versus 12 percent). The study's findings reveal a consistent pattern of self-care across all socioeconomic groups, with 28 percent of all eighth-graders reporting that they spend one to two hours at home after school without an adult present, 13 percent spend two to three hours, and 14 percent are left without adult oversight for more than three hours daily (compared with 23 percent, 10 percent, and 17 percent, respectively, for children of families in the lowest SES quartile) (National Center for Education Statistics, 1990, pp. 52-54).

Other sources (including officially compiled "fact sheets" and unpublished studies conducted by school districts, community agencies, and local or state government entities) report that on average, 15 percent to 25 percent of all school-age children lack adult supervision after school and that an additional 13 percent are cared for by siblings (see, e.g., Applied Management Sciences, 1983; Child Care Action Campaign, 1992a, 1992b; Seligson, 1989). Data from these sources also indicate that the incidence of self-care begins to rise at around age 8 or 9; by age 10, as many as 60 percent are on their own for at least some portion of their after-school hours.

While in some communities the incidence of self-care among school-age children may even be considerably higher (Miller & Marx, 1990), the data are inconclusive. Comparison of findings across studies is complicated by the lack of a common definition of the "latchkey" experience in terms of numbers of hours per day, days per week, or age of child. Underreporting may also be significant, since parents are typically reluctant to admit that they leave their children at home unattended and may therefore report themselves as the primary caregiver despite full-time employment outside the home.

Social and educational impact of self-care. The link between the availability of child care and women's ability to enter the paid labor force has become increasingly clear. While it may be that work patterns of women in the labor force are most influenced by the lack of care for children under age 5, some studies show that the lack of school-age child care affects women's decisions about the type and hours of employment and contributes to job-related stress (Marshall, Witte, Nichols, Colten, Marx, & Mauser, 1988; National Commission on Working Women, 1989).

Research on lack of adult supervision is far from definitive and has contributed to divided professional opinion about its effect on the development of children. Some studies have concluded that under the right conditions and properly prepared, youngsters who are left at home unattended mature sooner, develop a strong sense of self-esteem, and feel more in control of their worlds (Rodman, Pratto, & Nelson, 1985). There is also mounting evidence to the contrary (Richardson, Dwyer, McGuigan, Hansen, Dent, Johnson, Sussman, & Brannon, 1989).

Overall, studies that look at the effects of self-care on cognitive functioning, social adjustment, and physical well-being (including, for example, play and peer relationships, the risk of abuse or accidents, school performance, self-esteem, and children's fears) suggest that the developmental outcomes of self-care are mediated by several factors, among them the child's age and her/his family's approach to child-rearing (i.e., the individual family context), as well as the neighborhood environment (see Miller & Marx, 1990).

While it is thus hardly surprising that children who are most at risk are those who are younger, are left each day without the guidance and care of an at-home parent or other responsible adult, and live in unsafe, impoverished, inner-city neighborhoods, the potential long-term effects of self-care remain elusive. Too often the ambiguous findings of these studies obscure yet another important question about self-care: namely, what developmental opportunities are being lost? (Coolsen, Seligson, & Garbarino, 1985; Miller & Marx, 1990).

Opinion polls indicate that both teachers and parents believe that children's major school problems are related to a lack of supervised before- and after-school services (Harris & Associates, 1987). Public perception is that enrollment in before- and after-school programs is linked to better grades and social competence. Business and education leaders have become particularly concerned about the educational and social problems of disadvantaged children who lack appropriate early childhood educational experiences and positive adult role models. Supported by some of the research, there is a growing sentiment among mental health specialists, educators, and informed parents that rushing a child along the path of independence can create long-term psychological problems (Elkind, 1981; Garbarino, 1986).

Divine-Hawkins (1992) aptly sums up the current state of school-age child-care research:

> The diversity of findings and themes . . . suggests that the care of school-age children is a complex, multi-faceted issue with differing implications for different types of children and families in different communities and cultural settings. In particular, self/sibling care appears to reflect both socio-economic pressure on individual families and enduring cultural preferences as well as a short-term inability of community institutions to meet changing needs (p. 65).

In a similar vein, other researchers warn that not all formal school-age programs are rewarding for children and that much more attention needs to be paid to the quality of the programs (Vandell & Corasaniti, 1988; Vandell & Ramanan, 1991).

School-Age Child Care

Definitions. "Before- and after-school programs," as defined in this study, refer specifically to formally organized services for 5- to 13-year-olds that occur before and/or after school during the academic year and all day when school is closed and parents are at work. This study further delimits before- and after-school programs to include only school- or center-based programs that operate at least two hours per day, four days per week. Such programs augment the schoolday, and typically also the school calendar, creating a second tier of services that provide supervision, enrichment, recreation, tutoring, and other opportunities for school-age youth.

Throughout this report, the terms "school-age child care" and "before- and after-school programs" are used interchangeably. Technically, "school-age child care," or SACC, is the broader term, encompassing summer camps, drop-in centers, and other programs that offer supervised care and enrichment opportunities for the nation's schoolchildren during their out-of-school hours and vacation periods. The SACC "field" consists of education and human service personnel who study, advocate for, administer, and/or deliver programs and services for school-age youngsters.

Providers. The growing demand for before- and after-school programs, beginning in the mid-1970s and continuing into the present decade, has encouraged the development of new provider groups, such as public and private schools, day-care centers that primarily serve preschool children, youth-serving agencies, municipal recreation agencies, religious institutions, and civic or parent groups organized expressly for the purpose of administering programs in rented or donated facilities. Public schools in some locales, rather than directly administer such programs, have opted to provide space for "partnerships," programs run by incorporated parent groups or other community-based organizations.

Advocates. The entry of new providers into the field and the expansion of existing services has also encouraged the development of a vocal constituency for school-age care. For example, in the mid-1980s, the National School-Age Child Care Alliance (NSACCA) was formed, signaling widespread interest in the improvement of school-age child-care practice and a developing self-awareness of school-age care as a distinct professional area. NSACCA members include program providers, advocates, state and regional child-care coalition leaders, campus-based faculty, researchers, and policy administrators. Over the past decade, networks of child-care resource and referral agencies have also sprung up to facilitate the "matching" of families seeking child care with programs available in the community. Many of these "R & Rs" are funded by local or state government and/or corporate sponsors.

These various professional associations and service organizations lobby for federal, state, and municipal appropriations and other changes at the local level aimed at better meeting the needs of parents with school-age children. Their leadership and activism include, for example, working toward extending the use of public school facilities to child-care provider groups, aligning school transportation policies with before- and after-school program locations, and revising zoning ordinances and pertinent regulatory practices where necessary. Many of the advocacy groups also play leading roles in the provision of ongoing professional development for school-age child-care staff.

Recent State and Federal Policy

The Child Care and Development Block Grant (CCDBG) enacted by Congress in 1990 included "latchkey" programs as one of the services eligible for funding, thereby acknowledging the importance of this sector of the child-care delivery system. Prior to that legislation, the Dependent Care Block Grant supplied states with funds for program development and improvement on a population formula basis since its inception in 1986. Some states have also elected to use Social Service Block Grant/Title XX funds for before- and after-school care for eligible children. School-age child-care programs are also eligible for reimbursement for food on a per child/meal/snack, sliding-scale basis under the U.S. Department of Agriculture Child Care Food Program.

By far the largest subsidy for child care in the United States is the Dependent Care Tax Credit. The extent to which families make use of this tax credit for before- and/or after-school care is not known. Because the tax credit depends on income, low-income families receive little or no benefits from this federal subsidy (Child Care Action Campaign, 1992a; Fuller, Raudenbush, Wei, & Holloway, 1992; National Commission on Working Women, 1989). However, parents receiving AFDC and who are working or are in designated training or education programs may qualify for Title IV-A (of the Social Security Act) At-Risk Child Care Funds.

Since 1980, some 16 states have enacted special legislation targeting before- and after-school programs. These state enactments range in scope from enabling legislation directed at facilitating the use of public schools for before- and after-school programs, to state grants for program startup and operations (especially in New York, California, Pennsylvania, and, more recently, Kentucky). Hawaii's A+ program is the nation's first statewide, school-based after-school program entitlement.

Prior Research on the Characteristics of School-Age Programs

Although much is known about arrangements for the care of children from birth through age 5, before- and after-school programs and other formal care arrangements for children ages 5 to 13 have not been as closely researched.

Prior to this study, only a handful of national studies describing before- and after-school programs had been conducted. Those few included a study of extended day programs in independent schools conducted by the National Association of Independent Schools (Nall & Switzer, 1984); a voluntary survey of elementary and middle school principals by the National Association of Elementary School Principals (1988); and a 1988 survey of 130 self-selected programs by the School-Age Child Care Project at Wellesley College (Marx, 1990a).

Another large-scale study worthy of note is a Province of Ontario survey of 5,510 school-age child-care programs (ARA Consulting Group, 1990); insofar as it reflects an experience specific to Canada, we have not directly used it for comparison purposes in our present study.

Several useful surveys and publications of a more limited scope provide descriptive information on a variety of topics, such as staff training, compensation, and turnover; number, age, and salient demographics of children/families served or needing care; program goals, curriculum content, and hours/days of program operation; needs assessments and market research; and how to design and manage effective school-age programs. (See, for example, Applied Management Sciences, 1983; County of Alameda, California, 1991; District of Columbia Department of Human Services, 1990; Information Interface Institute, 1988; Maine Department of Human Services, 1990; and Robinson, 1988.) Most of the studies are state-, county-, or city-specific, designed to examine particular issues or sectors, such as local market needs and usage patterns or the role of the public schools; assess how well programs are succeeding in the eyes of parents, staff, or administrators; or evaluate the extent to which programs meet quality standards (Marx, 1990b; Marx & Seligson, 1991a, 1991b). In some instances, the number of programs included in these studies is small or the response rate is extremely low (see, for example, Association for Children of New Jersey, 1985; Campbell, 1988). Nevertheless, the focus of these research efforts and the willingness of authors and sponsoring agencies to disseminate their results is highly commendable. Our study builds on this field-initiated foundation of work and hopefully will stimulate their continued research activity.

Recent research conducted by the School-Age Child Care Project at Wellesley College also provided valuable insights on current practice during the National Study of Before- and After-School Programs. This includes their 1988 study, titled School-Age Child Care in America (Marx, 1990a), as well as evaluation studies of Hawaii's A+ Programs (Marx & Seligson, 1991a), of publicly funded school-age programs in Chicago (Marx & Seligson, 1991b), and of school district-operated programs in Florida (Marx, 1990b). These studies helped ground our findings in other field research that explored many of the same variables examined in this nationally representative study.

Focus of This Study

To provide useful and substantive information on program characteristics, the National Study of Before- and After-School Programs investigated a wide range of features:

- program "ownership" and sponsorship;
- financing;
- regulation;
- relationships between the type of program and parental income and demographic characteristics of enrolled children;
- coordination between the program and the school;
- communication with parents and others;

- staffing qualifications, compensation, and training; and
- program curriculum, including academic or tutorial components for economically disadvantaged children.

These and other topics of interest to policymakers, practitioners, and parents are discussed in depth in this report.

It is important to keep in mind that before- and after-school programs have diverse sponsors, reflecting a variety of goals for children and differing values of families and communities. Programs often attempt to serve multiple purposes, such as providing basic supervision, educational support or enrichment, physical and social development, and prevention of substance abuse or delinquency. This multiple goal orientation makes it difficult to characterize before- and after-school programs as fitting squarely within any one discipline or domain; it complicates the comparisons of programs, limits the conclusions that can be drawn across programs, and contributes to the complexities of assessing program quality in a study as broad-reaching as this one.

Study Design: An Overview

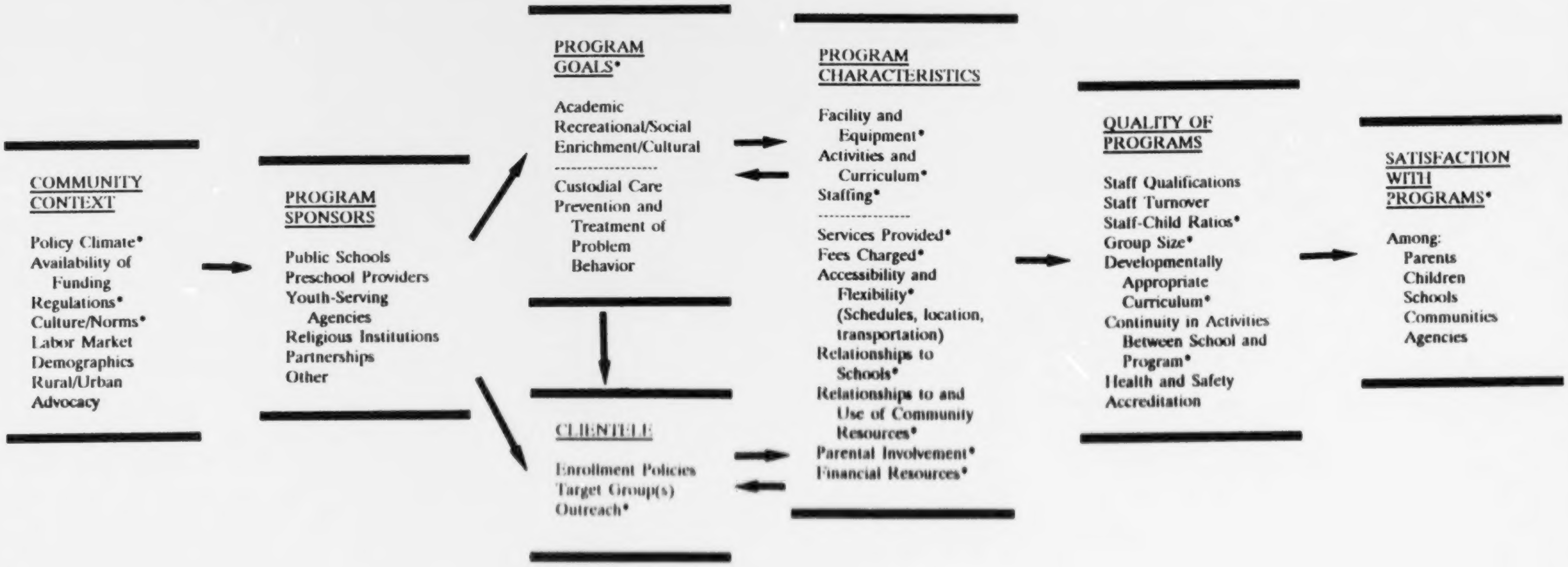
Two complementary methods were used to form a picture of before- and after-school programs. We conducted 1,304 telephone interviews with a nationally representative sample of providers distributed across 144 representative United States counties in 100 "primary sampling units" (see Appendix B). The bulk of this report centers on analyses of these survey data. (See Appendix C for the survey instrument.)

The second method consisted of site visits to 12 programs in three of the communities from which the national survey sample was selected. The site visits were designed to supplement the national statistics obtained through the telephone survey, enabling us to examine in greater depth some important issues in school-age child care. Overall, the 12 programs illustrate the range of variation along the dimensions of location, administrative auspice, relatedness to public schools, quality features, and service to economically disadvantaged children. An observation instrument (Assessment of School-Age Child Care Quality, developed by the School-Age Child Care Project at Wellesley College) was adapted specifically to measure observable indicators of program quality at these sites.

Both methods were informed by the study's conceptual framework (Figure I-1), which describes the essential elements of before- and after-school programs within the context of the multiple influences that affect program operations. The conceptual framework provided the structure on which a series of research questions was based. These questions, centering on the relationships between program features and the context in which each program operates, in turn informed the analysis of data gathered at every level.

FIGURE I-1

CONCEPTUAL FRAMEWORK: NATIONAL STUDY OF BEFORE AND AFTER SCHOOL PROGRAMS


COMMUNITY CONTEXT
Policy Climate*
Availability of Funding
Regulations*
Culture/Norms*
Labor Market
Demographics
Rural/Urban
Advocacy
PROGRAM SPONSORS
Public Schools
Preschool Providers
Youth-Serving Agencies
Religious Institutions
Partnerships
Other
PROGRAM GOALS*
Academic
Recreational/Social
Enrichment/Cultural
Custodial Care
Prevention and Treatment of Problem Behavior
CLIENTELE
Enrollment Policies
Target Group(s)
Outreach*
PROGRAM CHARACTERISTICS
Facility and Equipment*
Activities and Curriculum*
Staffing*
Services Provided*
Fees Charged*
Accessibility and Flexibility* (Schedules, location, transportation)
Relationships to Schools*
Relationships to and Use of Community Resources*
Parental Involvement*
Financial Resources*
QUALITY OF PROGRAMS
Staff Qualifications
Staff Turnover
Staff-Child Ratios*
Group Size*
Developmentally Appropriate Curriculum*
Continuity in Activities Between School and Program*
Health and Safety
Accreditation
SATISFACTION WITH PROGRAMS*
Among:
Parents
Children
Schools
Communities
Agencies

*Likely to vary by age of child

For example, we asked: What goals are emphasized by before- and after-school programs? Do goals differ depending upon variables such as type of sponsor or community context? What is the nature of programming for children? What shapes the programming? *What role do schools play in before- and after-school programs?* What fees do programs charge? Do fees vary by sponsor? To what extent are fees paid by parents or subsidized by other sources?

A group of project advisors -- scholars, practitioners, policy analysts, and state and local administrators -- and federal-level staff members was assembled at the outset of the study. This group advised the study team on relevant research questions, critiqued drafts of all survey and interview forms prior to their use, and reviewed drafts of this report.

Organization of This Report

Within the above context, this report presents findings from the national survey, supplemented with information and observations from our site visits.

Chapter II provides a profile of program enrollments, what we learned about the nation's capacity for providing before- and after-school care for 5- to 13-year-olds, and program utilization rates as of late spring 1991. Chapter III summarizes the organizational characteristics of providers (legal status, sponsorship, operating schedules, financial resources, fees and licensing). Chapter IV presents findings relating to programmatic features (purposes, activities, location and use of space, staff characteristics, role of parents) and the demand for additional services.

The next two chapters focus on subsets of programs. In Chapter V we highlight the special characteristics of programs that serve high proportions of children from lower-income families, concluding with findings about the barriers to serving more of these children. Chapter VI brings the focus to those programs located in public schools.

Chapter VII summarizes findings and issues related to program quality and user satisfaction, taking data primarily from our in-depth observations at 12 programs in three urban communities.

Chapter VIII presents our conclusions and their implications for policy and practice.

Three appendices provide additional background and detail. Appendix A describes the characteristics and operations of the 12 programs we visited, placing each within the context of the community (site) in which it is located. The three communities visited were Oakland, California; Miami, Florida; and Indianapolis, Indiana.

Appendix B describes the study's design and methods, how programs meeting the study's criteria were identified across 144 counties of the nation, the procedures used in drawing the sample for the 1,304 telephone interviews, and the purpose and procedures of the program/site visits.

Appendix C contains the instrument used in the computer-assisted telephone survey of before- and after-school program providers.

Note on Statistical Significance

The differences between groups and subgroups that we discuss in this report are only those that are statistically significant at the 95 percent confidence (or .05 alpha) level and, in our judgment, are important for understanding the varying characteristics and operations of before- and after-school programs.

In any statistically based study of this nature, it is especially important that data be presented in a manner that is readily accessible to readers from non-technical backgrounds. We therefore encourage readers to consult Appendix B (especially pages B-19 through 21) for an explanation of how to interpret the statistical findings presented in the tables throughout this report.

Two tables at the end of Appendix B are also important aids in interpreting the differences reported herein. Table B-7 gives the half-widths of the 95 percent confidence intervals for sample proportions. Table B-8 displays statistically significant differences between the proportions of sample subgroups.

CHAPTER II: A PROFILE OF PROGRAM ENROLLMENT AND CAPACITY

Introduction

Since no nationally representative statistics have been available before, this study presents estimates of the number of formal before- and after-school programs and the number of children enrolled in them. In this chapter we describe the levels and characteristics of enrollment in before- and after-school programs, the national supply of programs, and the extent to which the available program spaces are currently (as of spring 1991) being utilized.

Key findings regarding the enrollment of children include:

- An estimated 1.7 million children in kindergarten through eighth grade were regularly enrolled in before- and after-school programs in spring 1991, with 71 percent or 1.2 million of these children attending programs offering both before- and after-school sessions.
- Almost 90 percent of the before-school enrollments were children in prekindergarten through grade 3, and 83 percent of the after-school enrollments included children in this age range.
- The average program enrolled 23 children (preK-grade 8 and above) in sessions meeting before school and 35 in after-school sessions. Urban and suburban programs are larger than rural programs.
- The ethnic and racial backgrounds of enrolled children reflect population variations across regions of the United States. Urban programs enroll higher percentages of children who are minorities than do those located in suburban or rural areas.
- Programs serve a small percentage of children (12 percent) from families receiving public assistance; public school sponsored programs report that 21 percent of the enrolled children receive free or reduced-price meals.

Key findings regarding the supply, capacity, and utilization rates of before- and after-school programs include the following:

- An estimated 49,500 programs provided before- and/or after-school services as of spring 1991.

- Programs that are licensed or approved by a state department of education or child-care licensing agency have a total capacity of almost 2.4 million children; considering the average utilization rate of both licensed and unlicensed programs, we estimate total capacity at 3.2 million children.

- Approximately half of all programs are located in Southern states, and 87 percent are in urban or suburban areas.

- More than one-third of programs enroll concentrations of children from low-income families. Programs sponsored by public organizations are more likely to primarily serve children from low-income families than are those sponsored by private organizations.

- Before- and after-school programs are underutilized nationally -- enrollments average only 59 percent of capacity in programs that are licensed, with one-third of the programs overall operating at 75 percent or more of their licensed capacity.

Enrollment

Overall Enrollment

We estimate that approximately 1,714,000 children in kindergarten through eighth grade were enrolled on a regular basis in formal before- and/or after-school programs in the United States in spring 1991 (Table II-1).[1] Of these children, the largest proportion (1,213,100, or 71 percent) were enrolled in programs offering sessions both before and after school. An additional 498,900 children (29 percent) were enrolled in programs offering only after-school sessions, and only 1,900 children (less than 1 percent) were enrolled in programs operating only before-school sessions. While programs operating exclusively on a drop-in basis were excluded from the survey, a number of programs enrolling children on a regular basis did report that some children also attend on a drop-in basis. These latter programs reported an additional 61,500 children attending after-school sessions on a drop-in basis (representing 4 percent of the total number of children attending after-school sessions).

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[1] Includes formal, institutional programs that provide before- and/or after-school care within the age range 5 through 13 (i.e., enrolled in kindergarten through eighth grade) for at least two hours per day, four days per week. Five groups of providers (which are not mutually exclusive) were specifically included in the sampling frame: licensed school-age child-care programs, public school-based programs, church-operated programs, programs operated by private schools, and programs operated by youth organizations. Excluded were individually arranged activities (e.g., music lessons or once-a-week scout meetings), home-based before- and/or after-school care by family day-care providers or group day-care homes, and programs operating exclusively on a drop-in basis. See Appendix B for a discussion of the sampling frame for the study.

TABLE II-1

ENROLLMENT IN BEFORE- AND AFTER-SCHOOL PROGRAMS BY TYPE OF PROGRAM, 1991

	Total Estimate	s.e.[2]	Percent	Sample Size
Total K-8 Enrollment[3]	1,713,984	(59,771)	100%	1,278
Children Enrolled In:				
Programs Meeting Just Before School	1,928	(858)	<1%	6
Programs Meeting Just After School	498,918	(25,003)	29	456
Before- and After-School Programs	1,213,138	(51,488)	71	816
Children Enrolled On a Drop-In Basis (After-School Sessions)	61,481	(8,044)	4%	1,268

Enrollments by Grade Level

Enrollments by grade level were reported separately for children attending before-school and after-school sessions. Due to this fact, unduplicated total enrollment figures (i.e., across sessions) for programs offering both before- and after-school sessions cannot be reported by grade level.

Our findings confirm previous research indicating that school-age child care is primarily for children through third grade. Rather than a dramatic drop-off in enrollments after third grade, however, we find a large decline between kindergarten and first grade, with gradual decline in succeeding grades (Table II-2). Across all grades and programs, children in prekindergarten through third grade account for 89 percent of the before-school enrollment, with the largest proportion being kindergartners (26 percent), followed by prekindergartners (24 percent) (see Figure II-1). Enrollment in before-school sessions drops dramatically with increasing grade level; only 6 percent of enrollment is in the fourth grade, and about 5 percent of enrollment consists of children in grades 5 and above.

After-school sessions enroll a slightly larger proportion of older children (children in grades 4 and above): an estimated 84 percent of the children attending after-school sessions were in prekindergarten through grade three; 70 percent are kindergarten through third grade. Again, the largest proportion of children attending after-school sessions was in kindergarten (22 percent).

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[2] Standard Error.

[3] Unduplicated count; children attending both before- and after-school sessions were counted once.

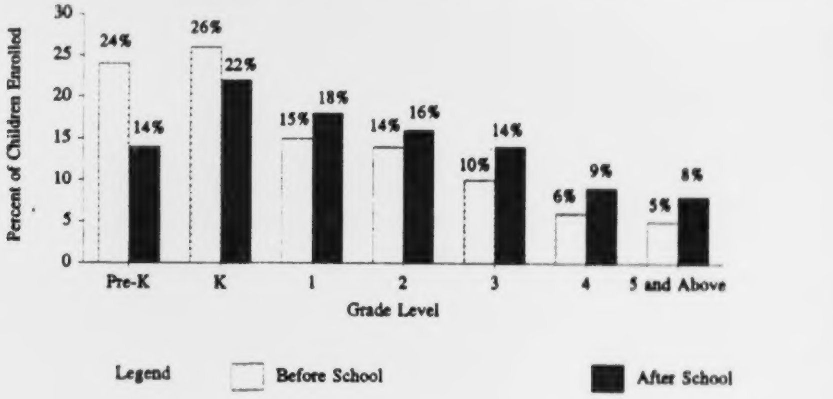
TABLE II-2

ENROLLMENT OF CHILDREN BY GRADE-LEVEL AND SESSION, 1991

	Before-School			After-School		
	Total Estimate	s.e.[4]	Percent	Total Estimate	s.e.	Percent
Total Number of Enrolled Children[5]	779,656	(36,600)	100%	1,605,582	(56,813)	100%
Number of Enrolled Children Who Are In:						
Prekindergarten[6]	189,123	(26,298)	24%	218,552	(26,332)	14%
Kindergarten	198,974	(10,336)	26	349,250	(17,748)	22
First Grade	118,304	(6,669)	15	281,428	(11,770)	18
Second Grade	106,829	(6,123)	14	257,475	(11,200)	16
Third Grade	80,719	(5,486)	10	220,243	(10,646)	14
Fourth Grade	44,983	(3,763)	6	145,100	(8,723)	9
Fifth Grade	28,941	(4,310)	4	91,826	(6,202)	6
Sixth Grade	7,684	(1,358)	1	29,498	(3,400)	2
Seventh Grade	1,921	(666)	<1	6,583	(1,787)	<1
Eighth Grade	1,035	(572)	<1	3,091	(957)	<1
Grades Nine or Higher	1,143	(483)	<1	2,536	(1,728)	<1

FIGURE II-1

ENROLLMENT BY GRADE LEVEL FOR BEFORE-SCHOOL AND AFTER-SCHOOL SESSIONS



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[4] Standard Error.

[5] Duplicated count; children attending both the before-school and after-school sessions are counted twice.

[6] Prekindergartners who are cared for along with older children in before- and after-school sessions.

After kindergarten, the proportion of enrolled children drops considerably as grade level increases, from 22 percent in kindergarten to only 9 percent in fourth grade.

The enrollment mix of children in prekindergarten and higher grades varies only slightly by program location and legal status. Programs located in the Midwest are more likely to enroll prekindergartners in before- or after-school sessions than are programs located in the West (Tables II-3 and II-4). Similarly, programs located in suburban areas have greater concentrations of prekindergartners than do those in urban areas. In terms of legal status, programs operated by public organizations are less likely to enroll prekindergartners in both before- and after-school sessions than are private nonprofits or for-profits.

TABLE II-3

GRADE DISTRIBUTION OF CHILDREN ENROLLED IN BEFORE-SCHOOL SESSIONS

	Grades[7]				
	PreK	K-3	4-7	8+	Sample Size
All Programs	24%	65%	11%	<1%	787
Programs In The:					
Northeast	20%	72%	7%	<1%	89
South	26	64	10	<1	204
Midwest	30	59	11	<1	162
West	17	70	13	<1	332
Urban Areas	18%	70%	12%	<1%	556
Suburban Areas	30	60	10	<1	192
Rural Areas	27	66	7	0	39
Programs Sponsored By:					
Public[8]	11%	73%	15%	<1%	367
Private Nonprofits[9]	32	58	10	<1	256
For-Profits[10]	24	68	8	<1	157

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[7] Row percentages total 100 percent.

[8] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[9] Includes Nonprofit Private Religious and Nonreligious Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[10] Includes For-Profit Private Schools and Private Corporations.

TABLE II-4

GRADE DISTRIBUTION OF CHILDREN ENROLLED IN AFTER-SCHOOL SESSIONS

	Grades[11]				
	PreK	K-3	4-7	8+	Sample Size
All Programs	14%	69%	17%	<1%	1,203
Programs In The:					
Northeast	13%	70%	17%	<1%	172
South	13	70	17	<1	431
Midwest	19	66	14	<1	186
West	11	70	19	<1	414
Urban Areas	9%	72%	19%	<1%	889
Suburban Areas	19	66	15	<1	256
Rural Areas	17	67	15	<1	58
Programs Sponsored By:					
Public[12]	5%	74%	21%	<1%	554
Private Nonprofits[13]	19	63	17	1	446
For-Profits[14]	15	73	12	<1	189

Average Enrollment

The average program enrolled approximately 23 children (prekindergarten through grade 8 and above) in a before-school session and/or about 35 children in an after-school session in 1991 (Table II-5). Program directors estimate that on a given day, approximately 13 percent of the children enrolled in after-school sessions are absent.

Enrollments vary considerably across programs, however, as shown by the distribution of small, medium, and large programs in Figure II-2. Overall, almost four-fifths of programs with a before-school session enroll 30 children or fewer while only 4 percent enroll more than 70 children in their before-school program. Among "large" programs there is a greater proportion of publicly sponsored programs than those sponsored by private organizations. In contrast, among "small" programs there is a lower proportion of public programs. Most after-school sessions are categorized as "small" (64 percent) and only 11 percent are "large." Here as well,

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[11] Row percentages total 100 percent.

[12] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[13] Includes Nonprofit Private Religious and Nonreligious Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[14] Includes For-Profit Private Schools and Private Corporations.

TABLE II-5

AVERAGE ENROLLMENT IN BEFORE- AND AFTER-SCHOOL PROGRAMS (PREKINDERGARTEN - GRADE 8 AND HIGHER)

	Average Enrollment:			
	Before School[15]		After School[16]	
	Mean	Standard Error	Mean	Standard Error
All Programs	23	(1.0)	35	(1.2)
Programs In:				
Northeast	17	(1.5)	31	(3.0)
South	23	(1.5)	35	(1.7)
Midwest	24	(2.7)	31	(2.8)
West	25	(2.0)	41	(2.7)
Urban Areas	23	(1.5)	39	(1.9)
Suburban Areas	24	(1.7)	34	(1.7)
Rural Areas	16	(2.2)	21	(1.8)
Public and Private Nonprofit:				
Public Schools	34	(3.5)	47	(3.4)
Private Religious and Nonreligious Schools	21	(2.1)	39	(4.1)
State, County, Local Governments	24	(3.5)	34	(5.1)
Church or Religious Groups	35	(8.1)	40	(6.1)
Private Organizations	20	(1.7)	29	(2.5)
Private Social Service or Youth Serving Agencies	24	(3.9)	36	(3.5)
Other Nonprofit	10	(5.3)	25	(5.3)
For-Profit:				
Private Corporations	18	(1.1)	29	(1.9)
Private Schools	27	(9.9)	41	(8.4)
Other	17	(4.1)	32	(6.4)
Percent of Children Absent On a Given Day	---	---	13%	(0.8)

publicly sponsored programs tend to be larger than are their private counterparts.

Programs located in the West tend to have the largest average enrollments in after-school sessions (41 children), and enrollments are consistently smallest in rural areas (16 children in before-school sessions and 21 children in after-school sessions) (Table II-5).

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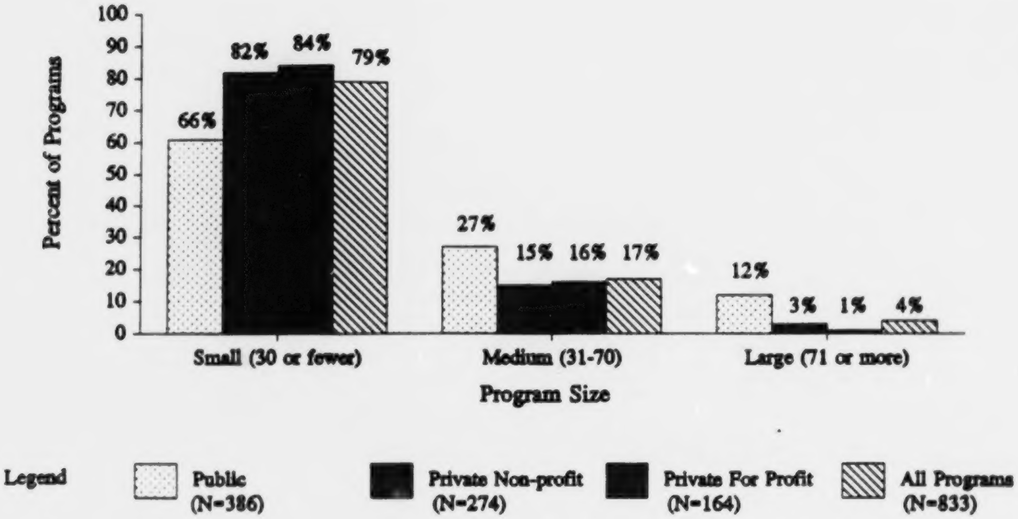
[15] Includes children enrolled in both before-school programs and before-school sessions of programs operating before and after school.

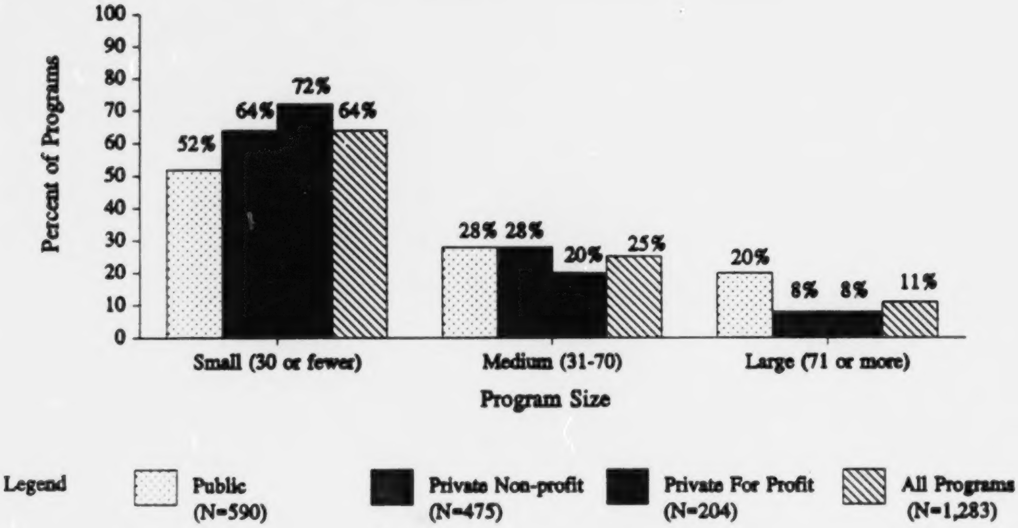
[16] Includes children enrolled in both after-school programs and after-school sessions of programs operating before and after school.

FIGURE II-2

PROGRAM SIZE BY LEGAL STATUS – BEFORE-SCHOOL SESSIONS



PROGRAM SIZE BY LEGAL STATUS – AFTER-SCHOOL SESSIONS



Average enrollments in programs sponsored by the public schools (34 in before-school sessions and 47 in after-school sessions) are generally larger than enrollments in other programs.

Characteristics of Enrolled Children

We have seen that children in grades 4 and above constitute a small proportion of total enrollment, suggesting that program decisions regarding the characteristics of care offered and the choices available to parents for different types of care are affected by the age distribution of enrolled children. Among other factors, the gender, ethnicity, and poverty status of enrolled children also influence program decisions and the decision of families to utilize this type of care.

Gender. Overall, programs enroll equal proportions of male and female children; this enrollment pattern is similar across the major regions of the United States. Programs located in rural areas, however, have a somewhat higher than average proportion of male children (56 percent males versus 44 percent females).

Ethnic composition of enrolled children. Based on estimates from directors, 68 percent of the children enrolled in before- and after-school programs are white, 19 percent are African-American,[17] 8 percent are Hispanic, and less than 6 percent are Asian or Pacific Islanders, American Indian or Alaskan natives, or of other ethnic origins (Table II-6). The ethnic composition of enrolled children varies by region and urbanicity of the sponsoring organization. Proportionately more African-American children are enrolled in programs in the South (28 percent); proportionately more Hispanic (15 percent) and Asian or Pacific Islander (13 percent) children are enrolled in programs located in the West. These differences reflect the ethnic composition of the population in these regions. Children enrolled in urban programs are more likely to be minority than are children enrolled in programs in suburban or rural areas.

Enrollment by public assistance status. Directors were also asked to estimate the number of enrolled children having a parent who receives AFDC or other public assistance such as food stamps, SSI, or benefits through the Woman, Infants, and Children (WIC) program. In addition, directors of programs sponsored by the public schools were asked the number of enrolled children who receive free or reduced-price meals through the school breakfast or lunch program. Based on the estimates of directors, approximately 12 percent of children who are enrolled in before- and after-school programs have parents who receive public assistance, and 21 percent of the children attending programs sponsored by the public schools receive free or reduced-price meals (Table II-7). In terms of public assistance, there is little variation across programs when broken down by location or legal status. The percentage of

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[17] We have substituted African-American for "Black, Non-Hispanic," the category that was used in the telephone survey.

TABLE II-6

ETHNIC/RACIAL BACKGROUND OF ENROLLED CHILDREN BY REGION, URBANICITY, AND PROGRAM SPONSOR

	Percent of Children Who Are:						
	White Non-Hispanic	African-American	Hispanic	Asian or Pacific Is.	Am. Indian or Alaskan Native	Other	Sample Size
All Programs	68%	19%	8%	4%	<1%	1%	1,231
Programs In The:							
Northeast	73%	12%	12%	1%	<1%	1%	184
South	66	28	5	1	<1	1	439
Midwest	83	14	2	1	<1	1	186
West	59	11	15	13	<1	1	422
Urban Areas	59%	23%	11%	6%	<1%	1%	908
Suburban Areas	77	15	5	1	<1	1	262
Rural Areas	88	11	1	<1	<1	<1	61
Legal Status:							
Public	66%	19%	10%	4%	<1%	1%	557
Private Nonprofit	66	20	9	3	<1	1	463
For-Profit	74	18	4	4	<1	1	199

TABLE II-7

ENROLLMENT OF CHILDREN FROM LOW-INCOME FAMILIES

	Average Percentage Receiving Public Assistance[18]	Average Percentage Receiving Free or Reduced-Price Lunch[19]
All Programs	12%	21%
Programs in the:		
Northeast	16%	23%
South	11	19
Midwest	13	9
West	12	29
Urban Areas	14%	24%
Suburban Areas	11	17
Rural Areas	11	18
Legal Status:		
Public	13%	NA
Private Nonprofit	15	NA
For-Profit	9	NA
Sample Size:	987	515

children attending programs sponsored by the public schools, however, who receive free or reduced-price meals is highest in the West (29 percent) and lowest in the Midwest (9 percent).

Capacity and Utilization of Programs

Capacity

In spring 1991, approximately 49,500 programs were providing before- and/or after-school services in the United States (Table II-8).[20] Approximately 84 percent of these programs are regulated or licensed by a child-care licensing agency or approved by a state department of education. An estimate of the supply of spaces for children in before- and/or after-school programs may be derived from the number of children that these regulated programs are licensed to care for at one time. In 1991, approximately 41,300 licensed/regulated programs had the capacity to serve 2,358,600 children.[21] Using the average utilization rate of all programs, we estimate a total capacity in both licensed and unlicensed programs of 3.2 million children.

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[18] Includes AFDC, Food Stamps, SSI, WIC Benefits.

[19] Asked of Public School Programs only.

[20] Includes formal, institutional programs that provide before- and/or after-school care within the age range 5 through 13 years (i.e., enrolled in kindergarten through eighth grade) for at least two hours per day, four days per week. Five groups of providers (which are not mutually exclusive) were specifically included in the sampling frame: licensed school-age child-care programs, public school-based programs, church-operated programs, programs operated by private schools, and programs operated by youth organizations. Excluded were individually arranged activities (e.g., music lessons or once-a-week scout meetings), home-based before- and/or after-school care by family day-care providers or group day-care homes, and programs operating exclusively on a drop-in basis. See Appendix B for a discussion of the sampling frame for the study.

TABLE II-8

AVAILABILITY OF BEFORE- AND AFTER-SCHOOL CARE IN THE UNITED STATES, 1991[22]

	Total Estimate	Standard Error	Percent
Total Number of Programs:	49,546	(3,404)	100%
Northeast	6,960	(1,095)	14%
South	22,970	(2,166)	46
Midwest	9,397	(1,410)	19
West	10,219	(1,469)	21
Operating Schedule Of Programs:			
Only Before School	173	(61)	<1%
Only After School	13,118	(1,493)	26
Before and After School	36,255	(2,512)	73
Number of Programs that are Regulated or Licensed[23]	41,253	(2,910)	84%
Total Capacity of Licensed Programs[24]	2,358,557	(76,337)	100%
Capacity of Licensed Programs by Region:			
Northeast	292,124	(26,098)	12%
South	1,203,441	(53,450)	51
Midwest	336,659	(20,278)	14
West	526,333	(25,497)	22

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[21] The percentage of regulated or licensed programs may be biased upward due to difficulty in identifying nonregulated programs for the sample frame (see discussion of sampling process in Appendix B).

[22] Includes formal, institutional programs that provide before- and/or after-school care within the age range 5 through 13 years (i.e., enrolled in kindergarten through eighth grade) for at least two hours per day, four days per week. Five groups of providers (which are not mutually exclusive) were specifically included in the sampling frame: licensed school-age child-care programs, public school-based programs, church-operated programs, programs operated by private schools, and programs operated by youth organizations. Excluded were individually arranged activities (e.g., music lessons or once-a-week scout meetings), home-based before- and/or after-school care by family day-care providers or group day-care homes, and programs operating exclusively on a drop-in basis. See Appendix B for a discussion of the sampling frame for the study.

[23] Includes programs that are regulated or licensed by a child-care licensing agency or approved by a state department of education.

[24] Based on the regulated or licensed programs that provided capacity data on our survey.

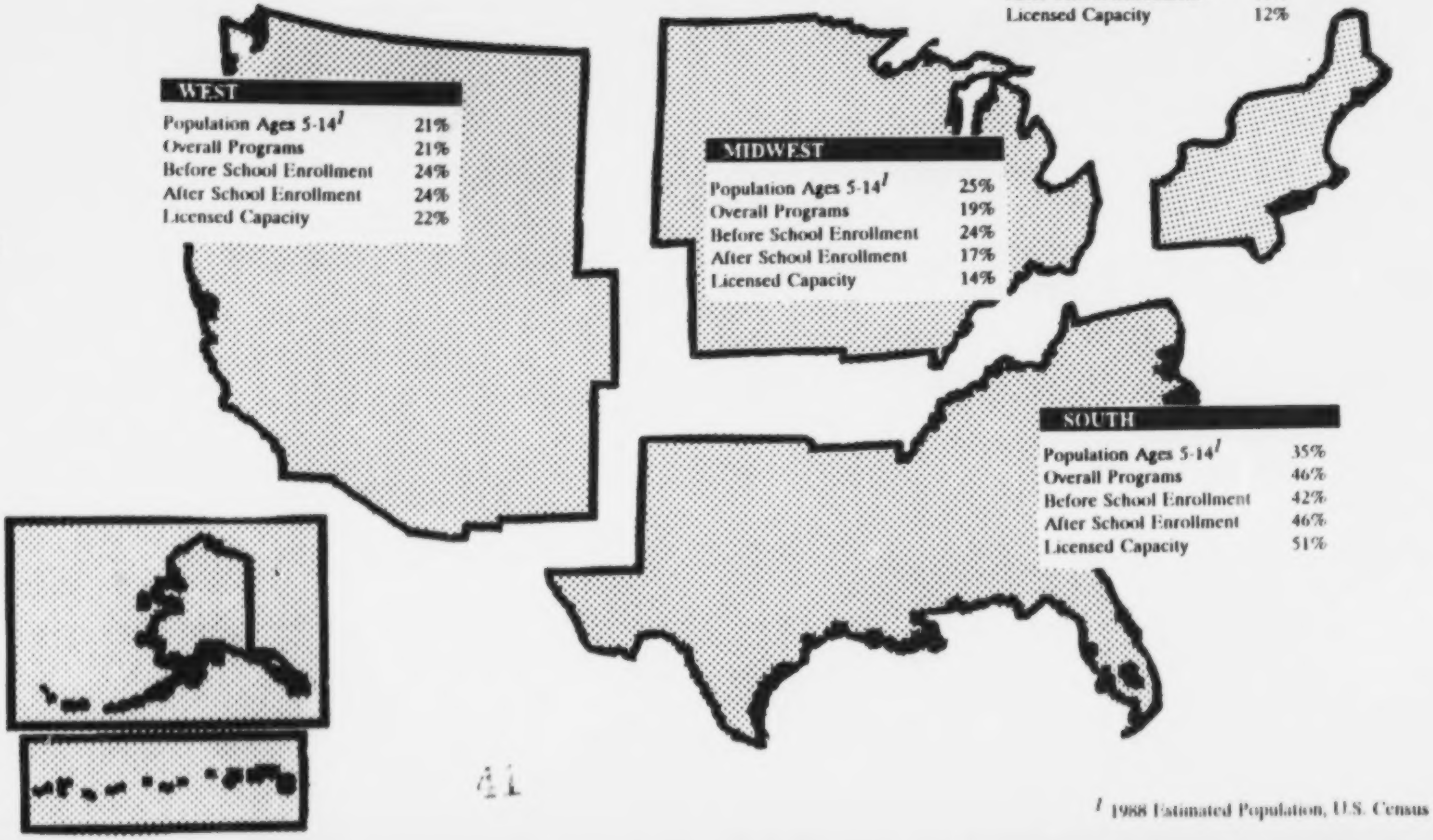
Of the 49,500 before- and/or after-school programs in the United States, approximately 36,300 (73 percent) offer care both before and after school (Table II-8). Another 13,100 programs (26 percent) offer only after-school sessions and 173 (less than 1 percent) offer only before-school sessions. The regional distribution of programs, enrollments, and capacities is shown in Figure II-3 with the distribution of the total population of 5- to 14-year-olds (based on the 1988 estimates of the U.S. Census Bureau) shown for comparison purposes. In terms of regional differences, almost half (46 percent) of the programs offering before- and after-school care are located in the South, comprising over half (51 percent) of the licensed capacity of the country. This is in contrast to a little over a third (35 percent) of the nation's 5-14 age group coming from this region (see Figure II-3). On the other hand, while the Midwest contains a quarter of the nation's 5- to 14-year-olds, only 19 percent of the total number of before- and after-school programs are located in this region, and they have only 14 percent of the total capacity of licensed programs. In the West, enrollment and capacity figures closely parallel the distribution of children eligible for school-age child-care as opposed to the Northeast, where enrollment and capacity fall below potential need as indicated by population estimates of the 5-14 age group.

Almost all directors report that their programs primarily serve (a) children of working parents (98 percent of the programs) and (b) children who are English-speaking (99 percent of the programs). Slightly more than a third (35 percent) of the programs primarily serve children from low-income families (Table II-9). Directors reporting that their program primarily serves children from low-income families also are more likely to report enrolling a higher percentage of children from families with incomes below $15,000 (55.5 percent of their enrolled children) than are those reporting that their program did not primarily serve children from low-income families (10.1 percent of their enrolled children). The difference between these two mean percentages is statistically significant ($p < .0001$).

Proportions of programs that primarily serve children from low-income families are distributed unevenly across geographic regions of the United States, with greatest concentrations of these programs in the Northeast and lowest concentrations in the Midwest. Almost half (49 percent) of the programs sponsored by public organizations report that they primarily serve children from low-income families, compared to about a third of the private programs. Fewer than 10 percent of the programs reported that they primarily serve children who are handicapped (7 percent), from certain religious groups (5 percent), from migrant families (2 percent), or from homeless families (less than 1 percent).

FIGURE II-3

DISTRIBUTION OF CHILDREN, PROGRAMS, AND ENROLLMENT BY REGION



NORTHEAST	
Population Ages 5-14[1]	19%
Overall Programs	14%
Before School Enrollment	9%
After School Enrollment	12%
Licensed Capacity	12%

WEST	
Population Ages 5-14[1]	21%
Overall Programs	21%
Before School Enrollment	24%
After School Enrollment	24%
Licensed Capacity	22%

MIDWEST	
Population Ages 5-14[1]	25%
Overall Programs	19%
Before School Enrollment	24%
After School Enrollment	17%
Licensed Capacity	14%

SOUTH	
Population Ages 5-14[1]	35%
Overall Programs	46%
Before School Enrollment	42%
After School Enrollment	46%
Licensed Capacity	51%

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[1] 1988 Estimated Population, U.S. Census Bureau

TABLE II-9

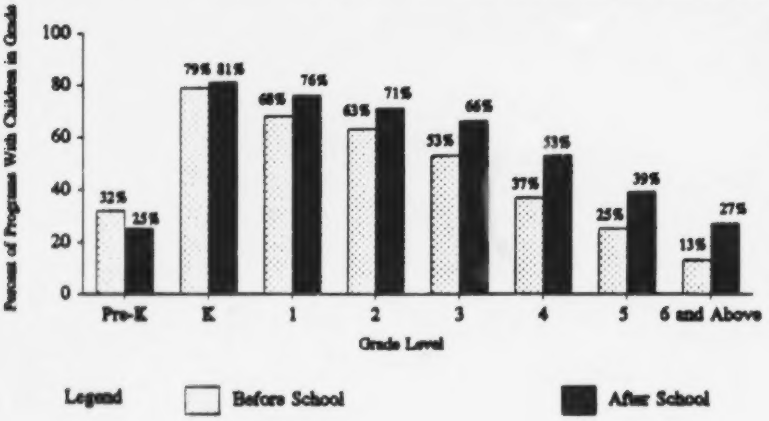
PROGRAMS ENROLLING CHILDREN WITH SELECTED BACKGROUND CHARACTERISTICS

	Percent of Programs That Primarily Serve Children Who Are									
	From Low-Income Families (Standard Error)		Handicapped (Standard Error)		From Certain Religious Groups (Standard Error)		From Migrant Families (Standard Error)		Homeless (Standard Error)	
All Programs	35%	(1.8)	7%	(0.9)	5%	(0.8)	2%	(0.5)	<1%	(0.2)
Programs In The:										
Northeast	42%	(5.2)	5%	(2.1)	3%	(2.0)	2%	(1.1)	0%	(0.4)
South	37	(2.6)	8	(1.4)	6	(1.2)	1	(0.6)	0	(0.1)
Midwest	27	(4.0)	6	(2.1)	4	(1.7)	0	(0.0)	1	(0.8)
West	36	(4.0)	7	(2.0)	6	(1.8)	8	(2.2)	1	(0.8)
Urban Areas	36%	(2.7)	7%	(1.4)	7%	(1.3)	4%	(1.0)	<1%	(0.4)
Suburban Areas	33	(2.8)	6	(1.4)	4	(1.0)	2	(0.7)	<1	(0.3)
Rural Areas	40	(5.1)	7	(2.8)	3	(1.9)	0	(0.0)	0	(0.0)
Legal Status:										
Public	49%	(3.6)	10%	(2.0)	3%	(1.1)	3%	(1.1)	<1%	(0.3)
Private Nonprofit	33	(2.8)	7	(1.4)	8	(1.5)	3	(0.9)	1	(0.4)
For-Profit	29	(3.1)	5	(1.5)	3	(1.1)	1	(0.7)	<1	(0.2)
Sample Size:	1,210		1,282		1,226		1,273		1,274	

Figure II-4 shows the enrollment breakdowns in terms of the percentage of programs serving children in a particular grade level. Close to a third (32 percent) of the programs overall offer care for prekindergartners in before-school sessions. For programs offering after-school sessions for prekindergarteners this figure drops to 25 percent. About four-fifths of programs (79 percent and 81 percent for before-school and after-school sessions, respectively) offer school-age child-care for kindergartners, with the percentage gradually decreasing in succeeding grade levels. Privately sponsored programs are more likely to offer care for prekindergartners than are programs sponsored by public organizations (not tabled). In grades 1 through 5, however, publicly sponsored programs are generally more likely to offer before- and after-school care than are their private counterparts.

FIGURE II-4

PERCENTAGE OF BEFORE- AND AFTER-SCHOOL PROGRAMS BY GRADE LEVEL



Utilization

The utilization of available program enrollment slots may reflect the adequacy of the current supply of formal before- and after-school programs. As Kisker, Hofferth, Phillips, and Farquhar (1991) point out:

> Low utilization rates would suggest either that the available supply is more than adequate to meet parents' needs or that some parents who demand formal care are unable to access the current supply due to information, cost, or location barriers. Information on unmet demand for formal care by the parents of children (not available from the surveys of providers) is necessary to distinguish among these potential explanations for low utilization rates. High utilization rates, on the other hand, would indicate that the current supply of care either just meets parents' needs or is insufficient to meet the needs of all parents

> who want formal care for their children. Information on unmet demand for formal care would also be required to determine whether high utilization rates indicate an insufficient supply of formal programs (p. 28).

We have defined the overall utilization rate of formal before- and after-school programs as: total enrollment of licensed or regulated programs divided by their total capacity. Given that capacity information is available only for the licensed or regulated programs (approximately 84 percent of the programs overall), the utilization rate serves only as a crude indicator of the adequacy of the total supply of formal before- and after-school services.[25] Closer inspection of the programs that are unregulated reveals that publicly sponsored programs (including primarily public school sponsors and programs sponsored by state, county, and local governments or public social service agencies) are less likely to be licensed or regulated (69 percent) than are private nonprofit (87 percent) or for-profit programs (92 percent). A measure of overall utilization also masks local market differences in utilization.

Overall, the mean utilization of space in licensed before- and after-school programs was 59 percent as of spring 1991 with a median utilization rate of 48 percent. The mean utilization rates are highest in programs located in the West (69 percent) and lowest in the South (52 percent), as shown in Table II-10. Average utilization rates do not significantly vary among programs in terms of whether they primarily serve children from lower-income families (mean of 62 percent versus 58 percent).

It is also important to consider how utilization rates are distributed. As Figure II-5 shows, almost one-fifth (19 percent) of the licensed programs are operating at (or above) their licensed capacity and a third (33 percent) have utilization rates of 75 percent or more. A substantial proportion of programs, however, have very low enrollments in relation to their capacity (25 percent of programs enroll less than 24 percent of their licensed capacity). These utilization rates suggest that few programs operate at their licensed capacity in many local areas, possibly due to an over-expansion in certain localities or a lack of responsiveness to the needs of working parents with children. These rates, however, do not necessarily mean that programs could serve additional children without added costs, particularly in terms of staff (which, as described in Chapter IV, tends to be the largest proportion of the budget for programs).

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[25] Five groups of providers (which are not mutually exclusive) were specifically included in the sampling frame: licensed school-age care programs, public school-based programs, church-operated programs, programs operated by public schools, and programs operated by youth organizations. See Appendix B for a more indepth discussion of the licensing process and implications for the sampling frame for this study.

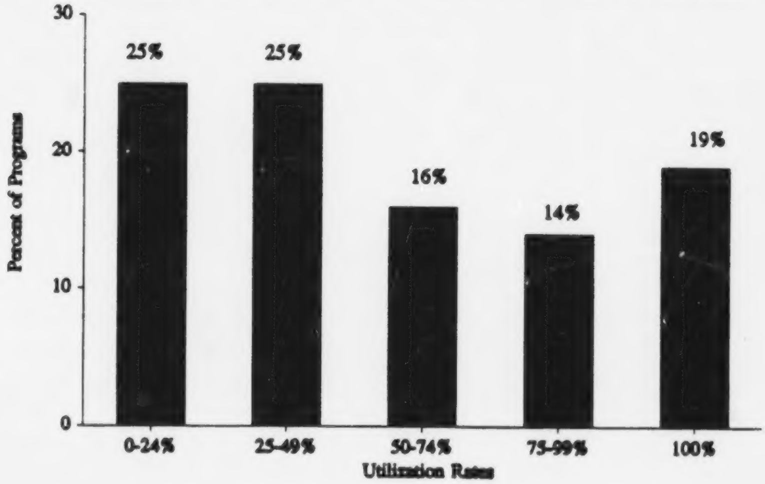
TABLE II-10

AVERAGE UTILIZATION RATES OF PROGRAMS

	Mean Utilization Rate[26]	Sample Size	Median Utilization Rate
All Programs	59%	919	48%
Region:			
Northeast	62%	131	60%
South	52	335	42
Midwest	63	131	51
West	69	322	57
Urbanicity:			
Urban	63%	687	56%
Suburban	55	183	42
Rural	55	49	43
Primarily Serve Children From Low-Income Families:			
Yes	62%	403	55%
No	58	474	48

FIGURE II-5

UTILIZATION RATES OF LICENSED BEFORE- AND AFTER-SCHOOL PROGRAMS



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[26] The utilization rate is defined as enrollment divided by capacity, where capacity is the number of children the program is licensed to serve. Excludes unregulated programs for which no external requirements on capacity are imposed.

Several additional factors are evident from our site visits that may be contributing to this discrepancy between licensed capacity and enrollment:

- Some programs reporting enrollment rates lower than licensed capacity may be serving full fee-paying families up to capacity in that enrollment category, but still have unused slots for moderately-low income families. Children from these families may not be eligible for any government or private subsidy. In addition, limitations in the availability of subsidies for eligible low-income children could be a factor.

- Programs located in schools or other large facilities potentially have access to many more square feet than they use or need to operate. This space, nevertheless, may still be counted in licensing. Even though the larger space is theoretically available, in reality it may be restricted, either because there is an externally driven schedule of usage or the constraints on utilization are such as to make it impractical and unusable.

- Enrollment may be controlled or capped by directors because of concerns about quality. Definitions of quality include decisions about numbers of children to enroll, child/staff ratios, and definitions of mission. These features interact in ways specific to the local context and may affect enrollment decisions.

- The significant drop-off in enrollment at grade 4 in both before-and after-school programs likely reflects the inability of many programs to engage and retain older children. While programs have the licensed physical capacity to serve more children, enrolling the older children is a challenge that many programs cannot meet.

CHAPTER III: ORGANIZATIONAL CHARACTERISTICS OF PROVIDERS

Introduction

Services and activities provided to children and families are shaped by a number of structural operating features of programs, including legal status, the type of sponsoring organization, operating schedules, financial resources, and regulatory requirements. Each of these program attributes is discussed more fully in the pages that follow. Where appropriate, we draw from our site-visit data to elaborate on findings from the survey. Our analyses reveal several major findings regarding these general organizational characteristics of providers:

- Most programs (66 percent) are nonprofit, but the type of sponsor that accounts for the largest proportion of programs is the for-profit day care corporation (29 percent of all programs); public schools sponsor 18 percent of the programs.

- More than two-thirds of the programs overall are part of a multi-site program; the median number of sites where the overall program operates is seven.

- Private school-sponsored programs have been in operation an average of 14.6 years, more than twice as long as public school programs (6.4 years); programs sponsored by social service or youth-serving agencies are the newest, averaging less than five years of operation.

- Only 7 percent of programs overall operate in a partnership arrangement in which other organizations play a key role in maintaining the program, with programs sponsored by state or local governments most likely to operate through a partnership (21 percent), followed by public schools (14 percent operate through a partnership arrangement). Publicly sponsored programs are more likely to be in a partnership arrangement than programs sponsored by private organizations. A larger percentage of programs (27 percent) indicated cooperative arrangements in the form of in-kind donations, with public and private nonprofits being more likely to receive donations than for-profits.

- Less than half the programs (42 percent) coordinate with other organizations in the provision of services to children (e.g., regular communication about care, making referrals, or arranging for services to be delivered to children).

- Almost three-quarters of the programs (73 percent) offer both before- and after-school sessions, with programs sponsored by for-profit organizations most likely to offer both sessions (84 percent) and state/local governments and social service or youth-serving agencies most likely to offer only after-school sessions (58 and 55 percent, respectively).

- The average program operates 1.8 hours before school and 3.2 hours after school.

- Approximately 83 percent of program income comes from fees charged to parents; only 10 percent comes through government subsidies.

- Staff salaries and benefits represent 60 percent of the average budget of before- and after-school programs.

- The average hourly fee for combined before- and after-school sessions is $1.77; fees are highest in programs sponsored by for-profits and lowest in private nonprofit programs.

- While 86 percent of parents pay the full fee for enrolling their children, 52 percent of publicly sponsored programs and 39 percent of private nonprofit programs indicate a willingness to adjust fees according to family income.

- Approximately 84 percent of programs are regulated or licensed by a child-care licensing agency or approved by a state department of education; 23 percent are accredited by a state or national accrediting organization. Publicly sponsored programs are more likely to be exempt from licensing requirements (69 percent are regulated or licensed) than private nonprofits (87 percent) or for-profit programs (92 percent). Most programs (83 percent) are annually reviewed through the use of systematic interviews, observations, and/or the completion of forms.

- Forty percent of directors report that they have received requests for services that their programs do not provide. Most common requests include care for special populations (24 percent) and transportation (20 percent).

Legal Status

As with the care of younger children, there is a widespread perception that the legal status of before- and after-school programs has important implications for the goals, services, and quality of care provided. Kisker, et al. (1991) summarize the ideological differences characterizing the debate about nonprofit versus for-profit care:

> Nonprofit centers claim that they provide higher quality care, because they must devote all income to program expenses, and their motivation is to serve children rather than to make a profit. For-profit centers argue that their dependence on the satisfaction of parents motivates them to manage efficiently and to be responsive to the needs of the children and their parents. For-profit centers do not necessarily make large profits (p. 32).

Nationally, nonprofit before- and after-school programs are far more prevalent than for-profit programs: 66 percent of the programs serving children between the ages of 5 and 13 at least four days per week are either public or private nonprofit organizations; the remaining 34 percent have private for-profit status (Table III-1). Programs operating on a for-profit basis include national chains and proprietary schools. This pattern is consistent across the major geographic regions of the United States with two exceptions: private nonprofit programs are more likely to operate in the Northeast and for-profit programs are more likely to operate in suburban areas.

TABLE III-1

LEGAL STATUS OF PROGRAMS BY REGION AND URBANICITY[1]

	Public[2]	Private Nonprofit[3]	For-Profit[4]	Sample Size
All Programs	23%	43%	34%	1,275
Region:				
Northeast	14%	50%	36%	181
South	23	40	38	451
Midwest	22	47	31	197
West	29	44	27	446
Urbanicity:				
Urban	25%	46%	28%	948
Suburban	17	40	43	266
Rural	30	43	27	61

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[1] Row percentages may not total exactly to 100 percent due to rounding.

[2] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[3] Includes Nonprofit Private Religious and Nonreligious Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[4] Includes For-Profit Private Schools and Private Corporations.

Sponsorship and Years in Operation

One characteristic of programs, as we will see in the next section, is that they are located in many different settings and in facilities that are also used for other purposes. A unique feature of before- and after-school programs in the United States is the sponsorship of programs by organizations in the public and private sectors. In order to characterize the types of organizational sponsors, we defined the primary sponsor as the organization that legally administers the program, regardless of where the program site is actually located. Overall, the largest proportion of programs are legally administered by three types of sponsoring organizations: private for-profit corporations (29 percent), private nonprofit organizations (19 percent) and the public schools (18 percent) (Table III-2). The remaining sponsors are distributed across nonprofit religious and nonreligious private schools (10 percent); state, county and local governments (5 percent); church or religious groups (6 percent), private nonprofit social service or youth serving agencies (7 percent); other nonprofit organizations (2 percent); for-profit private schools (3 percent); and other for-profit organizations (2 percent) (Table III-2).

TABLE III-2

NUMBER OF PROGRAMS AND YEARS IN OPERATION BY TYPE OF SPONSOR

	Estimated Total	s.e[5]	Percent	Average No. Years in Operation	s.e.
Total Nonprofit	32,475	(1,765)	66%	8.4	(0.6)
Public Schools	8,690	(1,057)	18%	6.4	(0.7)
Private Schools[6]	4,910	(566)	10	14.6	(2.7)
State, County, Local Governments	2,209	(322)	5	8.9	(3.1)
Church or Religious Groups	2,919	(459)	6	9.7	(1.1)
Private Organizations	9,277	(999)	19	8.0	(0.6)
Private Social Service or Youth Serving Agencies	3,340	(390)	7	4.4	(0.6)
Other[7]	1,130	(228)	2	9.7	(1.5)
Total For-Profit	16,600	(1,725)	34%	8.4	(0.5)
Private Corporations	14,186	(1,595)	29%	8.1	(0.7)
Private Schools	1,400	(264)	3	9.0	(2.0)
Other[8]	1,014	(101)	2	12.8	(2.6)
Sample Size:	1,270				

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[5] Standard Error.

[6] Includes Religious and Nonreligious Private Schools.

[7] Includes Public and Private Colleges/Universities, Parent Groups, and undifferentiated "other."

[8] Includes For-Profit Social Service/Youth Serving Agencies and undifferentiated "other."

For-profit corporations are more likely than are other organizations to sponsor programs in the Northeast (31 percent) and the South (34 percent); in the Midwest, private organizations (for-profit and nonprofit) constitute the largest percentage of organizational sponsors (27 percent and 26 percent, respectively) while in the West, sponsorship is more evenly spread among a number of organizations (Table III-3). For-profit corporations are also most likely to sponsor programs in suburban areas (38 percent); in both urban and rural areas, on the other hand, sponsorship is more evenly divided among public schools and private for-profit and nonprofit organizations (see Table III-4).

TABLE III-3

SPONSORSHIP OF PROGRAMS BY REGION

	Northeast	South	Midwest	West	All Regions
Public and Private Nonprofit:					
Public Schools	12%	19%	16%	19%	18%
Private Schools[9]	12	9	8	13	10
State, County, Local Governments	2	3	5	9	5
Church or Religious Groups	6	7	3	7	6
Private Organizations	21	17	26	14	19
Private Social Service or Youth Serving Agencies	11	5	8	7	7
Other Nonprofit[10]	1	2	2	4	2
For-Profit:					
Private Corporations	31%	34%	27%	19%	29%
Private Schools	<1	3	2	5	3
Other For-Profit[11]	4	1	2	3	2
Sample Size:	180	450	196	444	1,270

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[9] Includes Religious and Nonreligious Private Schools.

[10] Includes Public and Private Colleges/Universities, Parent Groups, and undifferentiated "other."

[11] Includes For-Profit Social Service/Youth Serving Agencies and undifferentiated "other."

TABLE III-4

SPONSORSHIP OF PROGRAMS BY URBANICITY

	Urban	Suburban	Rural	All
Public and Private Nonprofit:				
Public Schools	18%	15%	26%	18%
Private Schools[12]	13	9	5	10
State, County, Local Governments	7	2	4	5
Church or Religious Groups	8	5	0	6
Private Organizations	18	17	29	79
Private Social Service or Youth Serving Agencies	6	8	4	7
Other Nonprofit[13]	2	2	4	2
For-Profit:				
Private Corporations	21%	38%	27%	29%
Private Schools	3	3	0	3
Other For-Profit[14]	4	1	0	2
Sample Size:	944	265	61	1,270

Entry into the market of the three most prevalent types of sponsoring organizations has been relatively recent. The average program sponsored by a private for-profit corporation has been in operation 8.1 years; private nonprofit organizations average 8.0 years; and public schools 6.4 years (Table III-2). In contrast, nonprofit religious and nonreligious private schools average 14.6 years of operation; other types of for-profit organizations average 12.8 years, followed by church or religious groups and other nonprofits (9.7 years). The 1988 SACC in America study had found an average of seven years of operation in their voluntary sample, with child-care agencies existing longer (10 years) than public schools (4 years) (Marx, 1990a).

More than two-thirds of the programs overall (68 percent) are part of a multi-site program. Of these programs, the median number of sites where the overall program operates is seven.

Interagency Cooperation

There has been a great deal of interest in the notion of collaboration among institutions to meet a community's needs for school-age child-care (Seligson & Fink, 1989). In addition to the fact that a single organization may not have the expertise for addressing all of the out-of-school needs of 5- to 13-year-old children, there are also incentives for collaboration in terms of sharing costs and generating resources to serve the widely varying needs of this age range. Communities have different opportunities, however, for establishing partnerships, depending on the nature and range of organizations in the area. Along with the apparent desirability of collaboration, previous research has yielded the impression that partnerships are fairly common (35 percent of school districts in Florida reported operating with partnership arrangements, according to Marx, 1990b). The present study shows that this impression has probably resulted from studies that focused on public school-based programs, since we find that partnership arrangements are more common in the public schools.

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[12] Includes Religious and Nonreligious Private Schools.

[13] Includes Public and Private Colleges/Universities, Parent Groups, and undifferentiated "other."

[14] Includes For-Profit Social Service/Youth Serving Agencies and undifferentiated "other."

Organizations may cooperate in the provision of before- and after-school care in three major ways: (1) through the use of partnership arrangements in the sponsorship of programs, (2) by making donations of in-kind resources to the primary sponsor, and (3) by coordinating services for children with the schools or other organizations.

Partnership arrangements. Among all programs in the United States, only 7 percent report that the sponsoring organization operates in a partnership arrangement in which other organizations play a key role in maintaining the program (Table III-5). Programs legally administered by public organizations and private nonprofit organizations are more likely to operate under a partnership arrangement (15 percent and 7 percent, respectively) than are for-profit programs (3 percent). More specifically, programs sponsored by the public schools or for-profit private schools (14 percent each) or a state, county or local government agency (21 percent) rank highest in terms of reporting that they operate in a partnership arrangement.[15]

Eighty-three percent of the partnership arrangements include just one other organization; 6 percent include two partners in addition to the primary sponsor, and the remaining 11 percent include three or more. Understandably, the public schools (29 percent) and state, county, and local government agencies (32 percent) are the most frequent types of partners (Table III-6). Church or religious groups, private (for-profit or nonprofit) corporations, state governments, youth-serving agencies, private (for-profit or nonprofit) schools and other organizations account for the remaining types of participating partner organizations.

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[15] The percentages of state, county, local governments and private for-profit schools should be interpreted with caution due to small sample sizes (see standard errors for these estimates).

TABLE III-5

PERCENTAGES OF BEFORE- AND AFTER-SCHOOL PROGRAMS WITH PARTNERS BY LEGAL STATUS AND SPONSORSHIP[16]

	Percent	Sample Size
Among All Programs	7%	1,250
Programs With Partners That Are Sponsored By:		
Public	15%	580
Private Nonprofits	7	460
For-Profits	3	200
Public and Private Nonprofit:		
Public Schools	14%	506
Private Schools[17]	8	90
State, County, Local Governments	21	67
Church or Religious Groups	6	34
Private Organizations	7	183
Private Social Service or Youth Serving Agencies	9	137
Other Nonprofit[18]	1	21
For-Profit:		
Private Corporations	2%	161
Private Schools	14	23
Other For-Profit[19]	<1	15

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[16] Partners refer to organizations that play a key role in maintaining the program with the sponsoring organization that legally administers it.

[17] Includes Religious and Nonreligious Private Schools.

[18] Includes Public and Private Colleges/Universities, Parent Groups and undifferentiated "other."

[19] Includes For-Profit Social Service/Youth Serving Agencies and undifferentiated "other."

TABLE III-6

TYPES OF PARTNERSHIP ARRANGEMENTS[20]

	Percent
Types of Partners:[21]	
County or Local Governments	32%
Public Schools	29
Church/Religious Groups	11
Private Corporations[22]	8
State Governments	6
Youth-Serving Agencies	5
Private Religious or Nonreligious Schools	4
Other	11
Sample Size:	126

Receipt of in-kind donations. Organizations and groups in the community also cooperate with sponsoring organizations by providing in-kind donations. While only a small percentage of programs are described by onsite directors as operating in a partnership arrangement, a larger percentage of sponsoring organizations obtain resources from multiple sources. Overall, 27 percent of the programs receive donations (Table III-7). By sector, more publicly sponsored (40 percent) and nonprofit (32 percent) programs receive donations than private for-profits (11 percent). Almost 70 percent of the programs receiving donations report that they have one major donor; 19 percent report two donors; and 11 percent report three or more.

Donors are typically private individuals (30 percent), school districts or public schools (23 percent), private corporations (19 percent), parent groups and church or religious groups (18 percent each) (Table III-8). The major types of donations include: supplies (60 percent), equipment (43 percent), rent or physical space (36 percent), and other unspecified types of donations (34 percent). Less frequently received as donations are food (15 percent) and custodial or maintenance services (11 percent). The remaining types of donations (start-up money, insurance coverage, staff, transportation, and administrative support) are each received by less than 10 percent of the programs that receive in-kind donations.

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[20] Partners refer to organizations that play a key role in maintaining the program with the sponsoring organization that legally administers it.

[21] Percentages do not sum 100 percent because programs may have multiple partners.

[22] May include both nonprofit and for-profit organizations.

TABLE III-7

PERCENTAGES OF BEFORE- AND AFTER-SCHOOL PROGRAMS RECEIVING DONATIONS BY LEGAL STATUS AND SPONSORSHIP

	Percent[23]	Sample Size
Among All Programs	27%	1,259
Programs Receiving Donations That Are Sponsored By:		
Public	40%	607
Private Nonprofits	32	439
For-Profits	11	202
Public and Private Nonprofit:		
Public Schools	37%	503
Private Schools[24]	34	86
State, County, Local Governments	47	53
Church or Religious Groups	34	33
Private Organizations	27	184
Private Social Service or Youth Serving Agencies	52	81
Other Nonprofit[25]	35	102
For-Profit:		
Private Corporations	10%	148
Private Schools	11	25
Other For-Profit[26]	16	28

Included in the "other" category are such items as toys and furniture, and help with special services such as field trips and concerts.

Program coordination. The most frequent type of cooperation among organizations ends up involving the coordination of services for participating children with other organizations through regular communication about care, making referrals, or arranging for services to be delivered to children (reported by 42 percent of the programs). Publicly sponsored programs are more likely to report coordinating services (55 percent) than are either private nonprofit (42 percent) or for-profit (36 percent) programs.

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[23] Percentage of total for all types of sponsors in both the nonprofit and for-profit sectors.

[24] Includes Religious or Nonreligious Private Schools.

[25] Includes Public and Private Colleges/Universities, Parent Groups and undifferential "other."

[26] Includes For-Profit Social Service/Youth Serving Agencies and undifferentiated "other."

TABLE III-8

TYPES OF DONORS AND IN-KIND DONATIONS

	Percent
Types of Donors:[27]	
Private Individuals	30%
Private Corporations[28]	19
Parent Groups	18
Church/Religious Groups	18
School Districts	12
Public Schools	11
County or Local Governments	5
Social Service Agencies	5
Private Schools	2
College/Universities	2
State Governments	0
Other	9
Sample Size:	433
Types of In-Kind Donations:	
Supplies	60%
Equipment	43
Rent or Space	36
Food	15
Custodial/Maintenance	11
Start-Up Money	9
Insurance Coverage	8
Staff	3
Transportation	2
Administrative Support	2
Other	34
Sample Size:	398

Thus we see that while fewer programs describe themselves as functioning under a partnership arrangement, many more rely on in-kind donations from a variety of sources in the local community and almost half coordinate services for children.

Outstanding examples of interagency coordination from our site visits include:

- A decision by the Dade County School Board to expand beyond the programs operated at community school sites has resulted in after-school care being available in each elementary school building. School principals are offered the option of either taking direct responsibility for operating a program enrolling more than 100 children or entering into a cooperative agreement with one of three approved school-allied agencies (the Family Christian Association of America, the YMCA, or the YWCA). School-based programs operated by a school-allied agency have use of the school facility (although access to particular spaces within the school may be restricted) and janitorial services free of charge; daily snacks are provided by the school district and the school-allied agency is billed 50 cents per child.

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[27] Percentages sum to more than 100 percent due to programs having multiple donors or multiple types of donations.

[28] May include both nonprofit and for-profit organizations.

- The Miami-Dade Community College and the Dade County School District through its Division of Adult and Community Education cooperate to offer the required introductory and inservice training for school-age child-care staff members to meet licensing requirements. Staff members from each of the allied-agency sponsored programs may also attend these classes in addition to the training activities sponsored by their respective organizations.

- Pittsboro Elementary School's after-school program is administered by At-Your-School, Inc., a private nonprofit agency based in Indianapolis. The North West Hendricks School Corporation offers free use of the school facilities and oversees the program. Members of the local church, parents, and other townspeople who initiated the program in 1990 continue to maintain an active role in its operation and policies. One parent wrote a grant proposal that was accepted by her company to help provide funding for the program and the host principal sets aside a portion of her discretionary fund for purchasing shared equipment. One parent has volunteered to publish a parent newsletter, others have donated crafts and games or helped raise funds for scholarships. A local Christian Church has agreed to match all donations, up to $1,000 for the scholarship fund.

- Y-Kids Care, located in a one-room portable/modular structure on the grounds of the Piedmont Avenue School in Oakland, California, is operated by the YMCA. The school-YMCA relationship is formalized by an annual contract between the YMCA and the Oakland Unified School District. Beyond this formal rental agreement, the ties between the school and program are strong. The Y-Kids Care program is viewed as an adjunct of and important to the school's overall educational mission. The principal assumes responsibility for keeping the Y-Kids Care site director abreast of school happenings and for providing unofficial guidance and support. Classroom teachers and program staff communicate by handwritten note or telephone. The Y-Kids Care site director works to strengthen the linkage between home and program and takes the lead in helping parents learn what to expect from the program, how to interact with staff, or how to approach the school about a problem.

- The Concord Community Center operates an after-school program for children from three different inner-city elementary schools in Indianapolis, Indiana. While no formal linkages exist with the Indianapolis School District, the social worker of one of the main feeder schools works closely with Concord Community Center staff in dealing with various situations affecting the children. For example, parents sometimes ask that center staff members be present at meetings with school personnel. The director of social services for the Concord Community Center serves as a liaison between children/families and the assorted social service agencies in the area.

- Children attending the Centro Mater after-school program located in an inner-city area of Miami called Little Havana are from both public and private elementary schools. Centro Mater teaching staff review the report cards of children and contact their school teachers to target particular tutorial assistance if a low grade is noted. An individualized tutorial program, focusing on mathematics and English, is available to children in grades 3 through 8.

Operating Schedules

The operating schedules of school-age child-care programs are based around the school schedule of children and have traditionally been geared to the needs of working parents. The availability of services before and after the regular school day, during school breaks and holidays, and during the summer results in a program being more or less convenient and accessible to parents who need care for their child. From the child's point of view, he or she may end up participating in an organized school-age child-care program or school for a good part of his/her waking hours, five days per week.

Types of sessions. While 73 percent of the programs in the United States offer both before- and after-school sessions, the availability of both sessions varies substantially by the legal status of the sponsoring organization (Table III-9). Very few programs (less than 1 percent) are offered as only before-school sessions. For-profit organizations are more likely to offer both before- and after-school sessions (84 percent) than are private nonprofit organizations (71 percent) or public sponsors (60 percent). On the other hand, publicly sponsored programs are more likely to offer only after-school sessions (40 percent) than are private nonprofit and for-profit programs (29 percent and 15 percent, respectively).

TABLE III-9

TYPES OF SESSIONS OFFERED BY LEGAL STATUS AND SPONSORSHIP

	Session Type[29]			
	Just Before	Just After	Before and After	Sample Size
All Programs	<1%	26%	73%	1,289
Percentage of Programs Sponsored By:				
Public	0%	40%	60%	592
Private Nonprofit	0	29	71	477
For-Profit	1	15	84	206
Public and Private Nonprofit:				
Public Schools	0%	36%	64%	516
Private Schools[30]	0	30	70	92
State, County, Local Governments	1	58	41	67
Church or Religious Groups	0	25	75	36
Private Organizations	0	20	80	191
Private Social Service or Youth Serving Agencies	1	55	44	142
Other Nonprofit[31]	0	31	69	21
For-Profit:				
Private Corporations	0%	12%	88%	163
Private Schools	6	25	69	25
Other For-Profit[32]	0	35	65	17

Operating schedules. Overall, 82 percent of programs operate full-days during the summer. This is very similar to the SACC in America study finding of 81 percent (Marx, 1990a). The operating schedules of programs are associated with their legal status (Table III-10). Private for-profit programs are more likely to operate full-days during the summer (96 percent), during school holidays (96 percent), vacations (95 percent), on snow days and when school is closed (89 percent), than are both private nonprofit and publicly sponsored programs. Public programs (e.g., schools, local governments, agencies) appear to be less responsive to the needs of

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[29] Row percentages total 100 percent.

[30] Includes Religious and Nonreligious Private Schools.

[31] Includes Public and Private Colleges/Universities, Parent Groups, and undifferentiated "other."

[32] Includes For-profit Social Services/Youth Serving Agencies and undifferentiated "other."

TABLE III-10

OPERATING SCHEDULES OF BEFORE- AND AFTER-SCHOOL PROGRAMS BY LEGAL STATUS

		Legal Status		
	All Programs	Public[33]	Private Nonprofit[34]	For-Profit[35]
Percentage of Programs That Operate:				
5 Days Per Week	99%	99%	98%	100%
Full-Day Summers	82	62	80	96
Percentage of Programs That Provide Care During:				
School Holidays	79%	62%	76%	96%
School Vacations	81	65	79	95
Snow Days/School Closings	67	46	60	89
Teacher In-Service Days	86	76	87	92
Extended Hours (After 6 p.m.)	11	9	9	15
Weekends	3	1	5	3
Sample Size:	1,289	589	474	206

parents when school is not in session, having the lowest percentage that operate on school holidays (62 percent), vacations (65 percent), or snow days (46 percent), and that provide full-day summer programs (62 percent). In contrast, our findings suggest that private programs, whether nonprofit or for-profit, are more geared to market demands. Few programs operate after 6 p.m. (11 percent) or on weekends (3 percent), with little variation across program sponsor.

Hours of operation. While most programs tend to offer kindergartners the same schedule of services as older children (88 percent of the before-school sessions and 78 percent of the after-school sessions), publicly sponsored programs (81 percent) are less likely to offer kindergartners a before-school modified schedule to accommodate half-day kindergarten class schedules than are private nonprofit and for-profit programs (89 percent and 91 percent, respectively) (Table III-11). The programs modifying their operating schedules for kindergartners offer an average of four hours of care before school and 5.8 hours of care after school for this age group.

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[33] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[34] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[35] Includes For-Profit Private Schools and Private Corporations.

TABLE III-11

HOURS OF OPERATION BY LEGAL STATUS

	All Programs (s.e.)[36]		Legal Status Public[37] (s.e.)		Private Nonprofit[38] (s.e.)		Private For-Profit[39] (s.e.)	
Proportion of Programs Offering The Same Schedule For Children In Kindergarten:								
Before School	88%		81%		89%		91%	
After School	78		78		74		83	
Average Number of Hours Per Day Program Meets:								
Before School	1.8 hrs.	(0.1)	1.9 hrs.	(0.1)	1.8 hrs.	(0.1)	1.7 hrs.	(0.1)
After School	3.2	(0.1)	3.3	(0.1)	3.2	(0.1)	3.2	(0.1)
Average Number of Hours Per Day Kindergarten Sessions With Different Schedules Meet:								
Before School	4.0 hrs.	(0.3)	4.2 hrs.	(0.4)	2.8 hrs.	(0.6)	4.8 hrs.	(0.4)
After School	5.8	(0.1)	5.6	(0.2)	5.8	(0.2)	5.8	(0.2)
Sample Size:	1,066		525		371		163	

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[36] Standard Error.

[37] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[38] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[39] Includes For-Profit Private Schools and Private Corporations.

Across program sponsors, there is little variation in the average number of hours the program meets, with the exception of modified kindergarten before-school schedules. Private nonprofits offering a modified before-school schedule tend to offer fewer hours of service (2.8 hours) than either publicly sponsored or for-profit programs (4.2 and 4.8 hours, respectively).

Financial Resources

The phone survey collected summary information regarding the major sources of program income -- including fees paid by parents and government subsidies -- and budget expenditures. Directors were also asked about fee adjustment policies and the major types of government subsidies received.

Income. On average, programs receive over four-fifths (83 percent) of their income from parental fees (Table III-12). Most of their remaining income comes from government funds (10 percent). For-profit programs receive a higher percentage of their income from parental fees (90 percent) than do publicly sponsored programs (75 percent), thus relying less on government funds. Since fees are such a large part of the income of before- and after-school programs, more detailed findings regarding hourly fee rates and adjustment policies are discussed separately in the next section.

One-third of all programs (33 percent) receive some form of government funding.[40] Programs located in the Northeast (42 percent) are most likely to receive government funds, and programs in the South (29 percent) are least likely. In terms of legal status, publicly sponsored programs (44 percent) are more likely to receive some form of government funding than either private nonprofit (29 percent) or for-profit (31 percent) programs.

The sources of government funds received directly vary somewhat by legal status of the program. State and local government funds are received by well over half of the programs receiving government funds, ranging from 55 percent of private nonprofits to 79 percent of publicly sponsored programs. The next most common sources of government funds are the Child-Care Food Program[41] (37 percent of the for-profits to 64 percent of the private nonprofit programs) and Social Service Block Grant/Title XX[42] (21 percent of the publicly sponsored programs; 45 percent of the private nonprofits, and 56 percent of the for-profits receiving government funds). Chapter 1 funding is a very small source of income for programs.

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[40] Not including the Dependent Care Tax Credit that allows parents of children under age 13 to claim a tax credit for the cost of care.

[41] Provides subsidies to centers and qualified family day-care homes for meals and snacks.

[42] Provides general funding to states for human services, including subsidized child care for low-income parents.

TABLE III-12

INCOME AND EXPENDITURES IN BEFORE AND AFTER SCHOOL PROGRAMS

		Legal Status		
	All Programs	Public[43]	Private Nonprofit[44]	For-Profit[45]
Average Percentage of Income Received From:				
Parent Fees	83%	75%	82%	90%
Government Funds	10	17	9	8
Private Funds	3	3	6	1
Board of Education	1	3	<1	0
Other Sources	2	2	3	2
For Programs With Income From Government Funds, Percentage From:[46]				
State/Local Governments	64%	79%	55%	61%
Child-care Food Program	50	47	64	37
Title XX	41	21	45	56
Chapter 1	3	5	1	4
Other Grant Funds	15	21	21	3
Average Percentage of Total Budget Spent On:				
Salaries and Benefits	60%	70%	62%	47%
Rent and Utilities	11	4	10	18
Insurance	6	2	6	8
Other Program Costs	24	23	23	27
Sample Size:	1,055	489	368	191

Expenditures. By far, the largest item on the budget of before- and after-school programs is staff salaries and benefits. In 1991, programs spent an average of 60 percent of their total budget on salaries and benefits. The percentage of the budget spent on salaries and benefits differs substantially among different types of programs. Publicly sponsored programs (including public schools; state, county, and local governments; and public social service agencies) and private nonprofit programs spent a much larger proportion of their budget on salaries and benefits (70 percent and 62 percent, respectively) than did for-profit programs (47 percent). The smaller proportion of the budget spent on salaries and benefits by for-profit centers reflects their lower likelihood of receiving in-kind donations such as space and the lower wages they pay staff (discussed further in the section on staffing).

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[43] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[44] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[45] Includes For-Profit Private Schools and Private Corporations.

[46] Percentages sum to more than 100 percent due to programs receiving multiple sources of government funds.

Parental Fees and Subsidies

Because fees provide the major source of income for most programs, they play an important role in determining the type of program parents select for their children and help to shape the characteristics of the program offered. Fee structures in before- and after-school programs vary tremendously, and constructing average fees across programs was not straightforward. For example, programs may or may not have separate fee structures for before- and after-school sessions and for kindergartners versus older children. Programs also vary in the number of hours they operate per day and the time schedule used for quoting fees (e.g., per year, month, week, day, or hour). To allow comparisons of fees across programs, fees for all reporting programs were converted to an hourly basis, adjusting for the number of hours and days per week that programs are in operation.[47]

Fees paid by parents. Overall, program directors estimate that 86 percent of parents pay the full fees of enrolled children, with only slight differences by legal status of the program. The percent paying full fee ranges from 82 percent in publicly sponsored programs to 90 percent in for-profit programs (Table III-13).[48]

Approximately 65 percent to 75 percent of programs, across all sectors, charge parents the same hourly fees for both kindergartners and older children; others have higher rates for kindergarten children. This policy shows up in the average hourly fees of programs that charge a different amount for kindergartners, which are consistently higher when quoted separately by session type.

The average hourly fees charged by programs (excluding any modified fees paid by kindergartners) are highest in for-profits, particularly when quoted separately for before-school sessions. In all three cases (before-school, after-school and combined before- and after-school programs), fees are significantly higher in for-profit

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[47] Upon inspection of the data, apparent outliers were detected (e.g., programs charging more than $100 per hour.) When these anomalies could be interpreted as coding errors, they were corrected in the database whenever possible. Other inconsistencies still remain, however, due to the inability at this point to determine whether the data represented an error or actual value. For example, cases of programs charging $1 a year in fees were left in when this value was repeated for more than one type of session (before-school and after-school) within a program. Programs reporting no charge for a particular session, however, were coded as missing when non-zero fees were assessed elsewhere in the same program.

[48] Program directors could respond by giving either the percentage or the number of parents paying full fees. Reported percentages reflect those responding with a percentage (915) since dividing the number of parents paying full fees by the number of children enrolled in the program would tend to underestimate the percentage of parents who pav full fees (some parents have more than one child enrolled in the program).

TABLE III-13

PARENT FEES CHARGED IN BEFORE AND AFTER SCHOOL PROGRAMS BY LEGAL STATUS

			Legal Status					
	All Programs	(s.e.)[49]	Public[50]	(s.e.)	Private Nonprofit[51]	(s.e.)	For-Profit[52]	(s.e.)
Average Percentage of Parents Paying Full Fees:[53]	86%		82%		84%		90%	
Percentage of Programs Charging The Same Fees For All Kindergarten and Older Children:								
Before School Session	68%		70%		71%		65%	
After School Session	71		76		73		66	
Average Hourly Fee For Before School Sessions:								
All Children[54]	$2.89	(.11)	$2.50	(.21)	$2.65	(.15)	$3.35	(.19)
Kindergartners[55]	$4.20	(.28)	$4.89	(.45)	$3.44	(.48)	$4.37	(.46)
Average Hourly Fee For After-School Sessions:								
All Children	$1.96	(.04)	$1.79	(.11)	$1.83	(.06)	$2.23	(.07)
Kindergartners	$2.69	(.13)	$3.23	(.34)	$2.04	(.17)	$2.87	(.18)
Average Hourly Fee For Combined Before- and After-School Programs:								
All Children	$1.77	(.04)	$1.64	(.10)	$1.58	(.05)	$1.85	(.06)
Kindergartners	$1.70	(.09)	$1.75	(.23)	$1.45	(.11)	$2.05	(.14)
Sample Size:	915		400		340		169	

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[49] Standard Error.

[50] Includes Public Schools; State County, and Local Governments; and Public Social Service Agencies.

[51] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[52] Includes For-Profit Private Schools and Private Corporations.

[53] Program directors could respond by giving either the percentage or the number of parents paying full fees. Reported percentages reflect those responding with a percentage since dividing the number of parents paying full fees by the number of children enrolled in the program would tend to underestimate the percentage of parents who pay full fees (some parents have more than one child enrolled in the program).

[54] Basic fees of all programs, excluding any modified fees for kindergartners.

[55] Includes only programs charging a different amount for kindergartners.

programs compared to publicly sponsored and nonprofit programs. In 1991, parents paid an average of $3.35 per hour for a child to attend a before-school session sponsored by a for-profit organization and only $2.50 per hour in a publicly sponsored program. Programs quoting a combined fee structure for before- and after- school sessions have a lower hourly fee, with for-profits charging an average of $1.85. At $1.64 and $1.58 per hour, respectively, public and private nonprofit programs quoting a combined before-school/after-school fee structure have the lowest average hourly fees.

Programs modifying their fees for kindergartners tend to charge more on an hourly basis when quoting before- and after-school fees separately: an average of $1.31 per hour more for before-school sessions and $.73 more in after-school sessions. Programs quoting a combined fee for both sessions on average charge $.07 less per hour for kindergartners when fees are modified for this age group. We see some variation in the modified hourly fee rates for kindergartners by the legal status of the program. In after-school sessions, publicly sponsored and for-profit programs charge higher fees for kindergartners than do private nonprofit programs. When quoting a combined fee structure, for-profit programs charge the highest rates and private nonprofits the lowest.

Fee adjustment policies. Government subsidy of the fees for eligible children, and program decisions to offer a sliding-fee scale, scholarships, or tuition grants may reduce the fee burden on low-income families. The proportion of publicly sponsored and private nonprofit programs who report that parental fees are sometimes adjusted based on family income is 52 and 39 percent, respectively; in contrast, only 15 percent of for-profit programs report that parents are sometimes charged different fees based on family income (Table III-14). A greater proportion of publicly sponsored programs report having a sliding-fee scale for parents (39 percent) than do either private nonprofit or for-profit programs (27 percent and 7 percent, respectively). (It should be noted that our data indicate the existence of fee-adjustment policies but do not tell us the extent to which adjustments are made for parents.) Scholarships or tuition grants are much more likely to be offered by publicly sponsored and private nonprofit programs (offered by 31 percent and 34 percent, respectively) than offered by for-profit programs (only 8 percent). In contrast, fairly equal proportions of programs across all sectors (36 percent on average) report that a government agency pays for the care of at least some of the enrolled children.

The reported adjustment of fees for other reasons is quite similar across publicly sponsored, private nonprofit, and for-profit programs. The most common basis for charging a different fee is the number of children from the same family who are enrolled in the program (76 percent of the programs overall), followed by whether special services are provided (57 percent) and the number of hours that children attend the program (40 percent). Of the

TABLE III-14

FEE ADJUSTMENT POLICIES BY LEGAL STATUS OF PROGRAM STATUS

		Legal Status		
	All Programs	Public[56]	Private Nonprofit[57]	For-Profit[58]
Percentage of Programs:				
With A Sliding-Fee Scale	23%	39%	27%	7%
Offering Scholarships/ Tuition Grants	24	31	34	8
Government Agency Pays For Care of Some Children	36	37	32	40
Percentage of Programs That Adjust Fees Based on (n=1,173):				
Number of Children From The Same Family	76%	75%	72%	83%
Whether Or Not Special Services Are Provided[59]	57	53	59	56
Number of Hours Children Attend	40	42	36	41
Family Income	34	52	39	15
Whether Parent Or Outside Agency Is Paying[60]	20	22	20	19
Child's Age	19	16	16	24
Whether Child Has Diagnosed Handicap	3	3	2	5
Other Reasons	14	12	15	14
Of Programs Adjusting Fees For Special Services, Percentage That Charge Differently For (n=634):				
Late Pick-up	89%	95%	89%	86%
Field Trips	54	49	52	60
Transportation	34	32	32	38
Special Activities	33	30	33	34
Other Reasons	9	7	9	11
Sample Size:	1,235	587	435	200

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[56] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[57] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Services/Youth Serving Agencies.

[58] Includes For-Profit Private Schools and Private Corporations.

[59] Such as Transportation or Field Trips.

[60] Such as Welfare, Human Services, or an Employment and Training Program.

programs adjusting fees for special services, most charge for a late pickup (89 percent overall), followed by field trips (54 percent), and transportation (34 percent) or special activities (33 percent). Factors for which programs less frequently adjust their fees include whether a parent or outside agency is paying (20 percent), the age of the child (19 percent), or whether the child has a diagnosed handicap (3 percent).

Licensing, Accreditation, and Evaluation

An important aspect of assuring an acceptable level of quality of before- and after-school care is the extent to which programs are regulated by external organizations and are self-monitored or evaluated through the sponsoring organization. Balancing the need to protect children's well-being with the need to keep costs low in order to promote the availability of affordable care, state regulations may be thought of as representing a political consensus regarding the levels of quality that are minimally acceptable for protecting the health, safety, and basic developmental needs of children in care (Kisker et al., 1991).

Accreditation standards are sometimes more stringent than state regulations and represent the consensus of early childhood professionals about the definition of quality care for children. The accreditation process is typically voluntary and initiated by programs that wish to be identified with higher standards of quality. In an accreditation process, such as that operated by the National Association for the Education of Young Children (Bredekamp, 1984), program staff and parents work with accreditation teams of outside experts to measure their program practices against the national organization's criteria.

Licensing. Overall, 84 percent of programs report that they are regulated or licensed by a child-care licensing agency or approved by a state department of education. Publicly sponsored programs, consisting primarily of public school programs, are less likely to be regulated or licensed (69 percent) than are either private nonprofit (87 percent) or for-profit (92 percent) programs because public schools are typically exempt from licensing requirements. A much greater proportion of programs are regulated or licensed by a child-care licensing agency or approved by their state department of education than are accredited by a state or national accrediting organization (84 percent versus 23 percent, respectively) (Table III-15).

Accreditation. Among the small percentage of programs that are accredited (23 percent), approximately three-quarters (76 percent) are reported by directors to have received their accreditation from a state organization or agency; only 10 percent of the accredited programs received their accreditation through the National Association for the Education of Young Children (NAEYC), and 17 percent indicated some other (unspecified) national organization.

TABLE III-15

LICENSING, ACCREDITATION, AND EVALUATION OF BEFORE- AND AFTER-SCHOOL PROGRAMS BY LEGAL STATUS

		Legal Status		
	All Programs	Public[61]	Private Nonprofit[62]	For-Profit[63]
Proportion of Programs That Are:				
Regulated or Licensed[64]	84%	69%	87%	92%
Accredited[65]	23	20	27	21
Formally Reviewed or Evaluated At Least Annually	83	88	83	78
Among Programs That Are Accredited, Proportion Accredited By:[66]				
National Association for the Education of Young Children (NAEYC)	10%	3%	6%	22%
A State Organization or Agency	76	95	66	79
A National Organization	17	7	30	3
Among Programs That Are Formerly Evaluated, Proportion Reviewed By:				
State Agency	49%	40%	45%	61%
Program Staff	42	44	40	43
Parents	15	20	18	8
Board of Education/School District Staff	15	29	12	6
National Organization Staff	7	3	12	3
Funding Organization Staff	5	5	6	5
Local Agency	5	9	4	2
Director	2	0	4	1
Other	5	4	5	3
Sample Size:	1,134	557	401	163

Publicly sponsored programs that are accredited (20 percent) have almost exclusively received this status through a state organization or agency (95 percent). There are a number of ways a program can achieve state-level accreditation -- through a state department of education (usually for public school programs), a state School-Age Child-Care Alliance affiliate, or a resource and referral agency. Some counties and municipalities also accredit school-age child-care programs as part of determining eligibility to receive vouchers from families.

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[61] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[62] Includes Nonprofit Religious and Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Services/Youth Serving Agencies.

[63] Includes For-Profit Private Schools and Private Corporations.

[64] By a Child Care Licensing Agency or Approved By a State Department of Education.

[65] By a State or National Accrediting Organization.

[66] Percentages do not sum to 100 percent because programs could check all that applied.

The accreditation of private nonprofit programs is primarily through state organizations/agencies (66 percent) and unspecified national organizations (30 percent).

Evaluation. At the local level, program directors report that a very high percentage of before- and after-school programs (83 percent) are formally reviewed or evaluated at least annually through the use of systematic interviews, observations, and/or the completion of forms.[67] A higher percentage of publicly sponsored than for-profit programs are reviewed or evaluated at least annually in this manner (88 percent versus 78 percent, respectively). Among the programs that are formally reviewed or evaluated, the process most frequently involves a state agency (49 percent) and/or program staff (42 percent). Parents or the board of education/school district staff are involved in the formal review or evaluation of programs less frequently (each 15 percent of the time) and staff from a national organization or funding organization are rarely involved (7 percent and 5 percent, respectively). Notable exceptions to this overall pattern include: (a) more involvement of state agencies in the review of for-profit programs (61 percent of those reporting they are reviewed or evaluated annually), (b) less involvement of parents in the review or evaluation of for-profit programs (only 8 percent), and (c) relatively more involvement of boards of education/school district staff in the evaluation or review of publicly sponsored programs (29 percent) compared with nonprofit or for-profit programs (12 percent and 6 percent, respectively). Since such a large proportion of publicly sponsored programs includes the public schools, it is interesting to note that less than half (43 percent) of the programs sponsored specifically by the public schools are receiving oversight from a board of education or other staff in the school district not directly involved in the program.

Examples of evaluation procedures from the site visits demonstrate the limited oversight of before- and after-school programs:

- Program staff members conduct an annual self-study, accompanied by the setting of goals and objectives for the ensuing year. The extent of staff involvement in the self-study is left to each individual program site.

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[67] Evaluation appears to be primarily the monitoring or assessment of program implementation, and may be done either by staff and parents or by outside evaluators.

- Central office staff visit the program site several times each year and provide informal feedback; teaching staff are formally evaluated every other year and instructional aides annually.

- On an annual basis, parents are sent a questionnaire asking them to identify the program's three primary strengths and three areas of weakness; results are used for fall program planning.

- The principal of the school housing the program annually completes a four-page self-evaluation checklist and an information survey consisting of five or six open-ended questions.

- Parents complete a semi-annual evaluation questionnaire that solicits their feedback about program operations and encourages them to offer new suggestions.

Demand for Additional Program Components

While data are not available from the survey to explain the lower utilization rates reported in Chapter II, information regarding the types of special requests that parents have made for services allows us to begin to identify potential issues or barriers for all types of parents. Approximately 40 percent of the directors indicate they have received requests for services that have not been provided (Table III-16). Of the programs receiving requests, the most frequent requests are for care for special populations (24 percent), transportation (20 percent), more slots (12 percent), or expanded operating schedules (11 percent receive requests for early morning care; 10 percent for evening care; 9 percent for care during holidays/vacations; 6 percent for summer programming; and 5 percent for weekend care).

Further analysis of the small percentage of directors indicating that they have received requests for additional slots shows that these programs had an average utilization rate of 88 percent.

TABLE III-16

REQUESTS FOR PARTICULAR SERVICES

	Percent
Number of Programs Receiving Requests For Services That Have Not Been Provided	40%
Of The Programs Receiving Requests, Types of Services Requested:	
Care For Special Populations	24%
Transportation	20
More Slots	12
Early Morning Care	11
Extended Hours	11
Evening Care	10
Care During Holidays/Vacations	9
Slots For More/Different Age Groups	9
Special Activities	8
Summer Program	6
Reduced Fees/Scholarships	5
Weekend Care	5
Drop-In Care	4
Sick Care	3
Extended Care For Kindergartners	3
Tutoring	3
Equipment	1
Care For Older Children	1
Counseling	1
English As A Second Language	<1
Other	6
Sample Size:	566

CHAPTER IV: PROGRAMMATIC CHARACTERISTICS

Introduction

The telephone survey included a number of questions concerning the key characteristics of care provided to children enrolled in before- and after-school programs. Directors were asked about the primary purposes of their program, activities offered to children, facilities, the characteristics of staff, and the role of parents. Findings about child/staff ratios and program size were derived from information provided about operating schedules, enrollment figures, and staffing. Major trends from our analyses may be summarized as follows:

- Most programs (75 percent) report that their most important purpose as providing adult supervision and a safe environment for children. The only purpose that varies significantly by legal status is "improving the academic skills of all children," reported by 77 percent of for-profit programs versus 61 percent of publicly sponsored programs.

- The most frequently available activities (offered on a daily basis) are socializing (97 percent of programs), free time (95 percent), board or card games (89 percent), reading (86 percent), time for homework (81 percent), physically active play (81 percent), block building (80 percent), and creative arts and crafts (61 percent of programs); more than half of the programs never offer computer games, television viewing, or formal counseling/therapy as activities.

- Approximately 85 percent of programs involve children in planning activities using a variety of informal methods.

- Half of the programs (51 percent) that serve children in fourth grade and above provide activities for these older children that are different from the activities of the younger children.

- Programs are more likely to group enrolled children by age (61 percent) and interests (28 percent) than by other factors such as ability level; only 14 percent treat children as one group, and 10 percent permit children to choose their own groups.

- More than one-third (35 percent) of programs are located in child-care centers, 28 percent are in public schools, and 14 percent are in religious institutions; the other 23 percent are in six other types of locations.

- Approximately half of all programs use shared space. Programs located in public schools (67 percent), religious institutions and community centers (60 percent), and religious private schools (55 percent) are much more likely than are those based in child-care centers (31 percent) to share their physical space. Only 17 percent of programs report any problems with their space, with the percentage slightly higher among those sharing space.

- The types of space used most of the time include classrooms (44 percent), a playground or park (19 percent), a multipurpose room (15 percent), a cafeteria/lunchroom (14 percent), and/or a gym (13 percent). In terms of recreational space, 27 percent of the programs report that enrolled children do not have access to a playground or park as part of the before- and after-school program on at least a weekly basis.

- Onsite directors work directly with children in 73 percent of programs. The average program employs an additional two to three staff members in senior-level roles and two staff members in other roles. Almost 90 percent of the staff are women and 70 percent are white.

- The most senior staff members (teachers, group leaders, etc.) are paid an average of $6.77 per hour and other staff members average $5.81 per hour; 72 percent of the programs offer staff members one or more fringe benefits. Staff members work an average of 20 to 26 hours per week, depending upon their role; more than a third of all staff members hold second jobs.

- Over half (58 percent) of the programs experienced turnover in the past year; in those programs with turnover, 60 percent of the staff members left and were replaced.

- The average hourly child-to-staff ratio for all programs is 8.9-to-1. The highest ratios are in public nonprofit programs (11.4-to-1) and the lowest are in for-profit programs (6.9-to-1). Public school-sponsored programs (both located in the public schools and in other locations) have an average ratio of 12.6-to-1.

- Although only 11 percent of programs require parent involvement, 36 percent have parents on advisory boards; this type of involvement is more common among nonprofit programs.

- Most programs communicate informally with parents, but about one-third also have newsletters or send notes home with children.

In the following section we describe the key characteristics of before- and after-school programs and discuss factors that shape the programming offered to participating children.

Program Purposes and Activities

Directors were asked a number of questions regarding the overall purpose of the program and the range of activities offered to children because of their influence on the day-to-day quality of programming. Programs may also vary in the degree that children are involved in planning activities and how they are grouped for activities. While we have seen in Chapter II that the overall enrollment of children beyond grade 3 begins to decline, some programs are making special provisions for older children that may enhance their willingness to participate. In this section we review findings from the telephone survey related to the characteristics of programs in each of these areas; we then illuminate the relationships among these program characteristics -- purpose, activities, participation in planning and choice, and provisions for older children -- with findings from the site visits.

Program purposes. Before- and after-school programs have taken on many purposes ranging from providing for the basic safety of participating children to providing remedial help to children having difficulty in school. In the telephone survey, directors were asked which of up to seven purposes were among their program's purposes and then to indicate the "most important" purpose of the program. The most important purpose of over three-quarters of the programs, across all sectors, is the supervision of children (see Figure IV-1). The second most common is the provision of a home-like environment which was cited as the "most important" purpose by only 12 percent of the program directors. The remaining purposes (enrichment, academic, prevention, recreation, and remediation) were each cited as the most important purpose by fewer than 5 percent of the directors.

When indicating all the purposes of their program, most directors included the provision of adult supervision and a safe environment (99 percent) and the provision of recreational activities (97 percent) (Table IV-1). The provision of a flexible, relaxed, home-like environment and the provision of cultural and/or enrichment opportunities were cited as program purposes less frequently (89 percent and 86 percent, respectively). Fewer directors, although still a substantial percentage, cited the prevention of problems such as drug or alcohol abuse, smoking, or other risk-taking behavior as a program purpose (71 percent); the improvement of academic skills of all enrolled children (70 percent); or the provision of remedial help to children having difficulty in school (45 percent). While the proportions of publicly sponsored, private nonprofit, and for-profit programs stressing prevention and remedial help were

FIGURE IV-1

MOST IMPORTANT PROGRAM PURPOSES

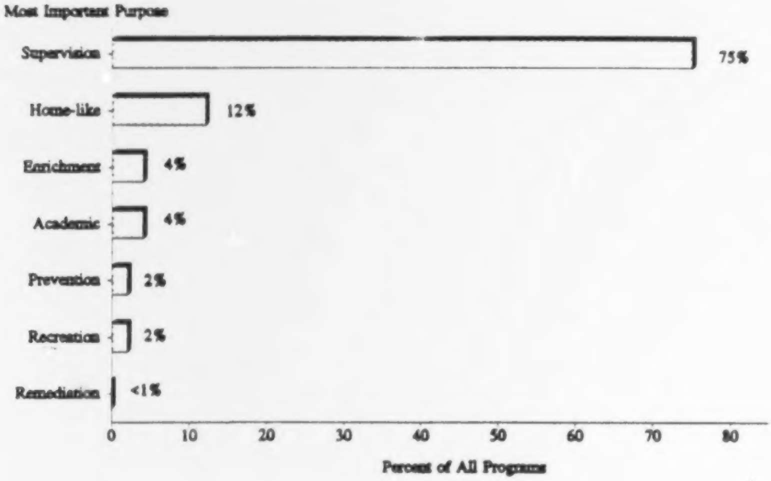

TABLE IV-1

PURPOSES OF BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs	Legal Status		
		Public[1]	Private Nonprofit[2]	For-Profit[3]
Percentage of Programs Indicating Purposes As:[4]				
Providing Adult Supervision/ Safe Environment	99%	99%	98%	100%
Providing Recreational Activities	97	98	96	98
Providing A Flexible, Relaxed, Home-Like Environment	89	88	88	91
Providing Cultural/ Enrichment Opportunities	86	87	86	85
Prevention of Problems	71	72	73	69
Improving Academic Skills of All Children	70	61	69	77
Providing Remedial Help To Children Having Difficulty In School	45	47	46	43
Sample Size:	1,252	600	441	197

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[1] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[2] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Services/Youth Serving Agencies.

[3] Includes For-Profit Private Schools and Private Corporations.

[4] Percentages do not sum to 100 percent because programs could check all that applied.

very similar, a relatively higher proportion of the for-profit programs (77 percent versus 61 percent in the public sector) cited the improvement of academic skills of all children as one of their purposes.

Activities. Directors were asked to indicate if particular activities were available to children on a daily, weekly, monthly, occasional, or as-needed basis. Overall, the basic activity offerings of programs on a daily basis tended to parallel the purposes described above.

Low-cost, easy to organize activities offered on a daily basis by more than 75 percent of the programs include socializing; free time; board or card games and puzzles; reading independently or in small groups; time for doing homework; unstructured physically active play such as running or swimming; and construction or building with hollow blocks, Legos, or sand (Table IV-2). Additional activities available on a daily to weekly basis in at least three-quarters of the programs include creative arts and crafts such as painting, sewing, or carpentry; and movement, dance, or exercise activities.

Programs stressing cultural/enrichment activities fall short in the provision of arts-related activities and both team and individual skill-building sports. While 89 percent of the programs cite the provision of cultural and enrichment opportunities as a purpose, the following arts-related activities are offered on at least a weekly basis by a smaller proportion of the programs (50 percent to 75 percent of all programs): unstructured dramatic play or dress-up play; music-making, music appreciation or singing activities; storytelling, role-playing, or theatrical activities. Similarly, while 97 percent of the programs indicate the provision of recreational activities as one of their purposes, activities offered less frequently (fewer than half of all programs offer them at least weekly) include creative writing and sports (both organized team sports or individual skill-building sports such as swimming, track/field, gymnastics), viewing videos or movies, field-trips, computer electronic games, and television watching. Tutoring, science activities or experiments, and formal guidance or psychological counseling or all activities related to the prevention of problems, improvement of academic skills, and providing remedial help are also offered at least weekly by fewer than half of the programs.

The degree of congruence between program purposes and activities varied in the programs we visited:

- A narrowly focused program with a high degree of congruence between program purposes and activities. The director articulated the goal of this program as providing a productive environment in which the supervision and safety of children is the primary purpose. Staff place an emphasis

TABLE IV-2

ACTIVITIES IN BEFORE AND AFTER-SCHOOL PROGRAMS

	Frequency				
	Daily	Weekly	Monthly	Occasionally - As Needed	Never
Higher Frequency Activities:[5]					
Socializing	97%	1%	0%	1%	0%
Free Time	95	3	0	1	1
Board or Card Games	89	7	0	3	1
Reading	86	7	0	5	2
Homework	81	2	0	7	11
Unstructured Physical Play	81	7	1	7	4
Block Building	80	7	1	6	5
Creative Arts/Crafts	61	25	2	10	2
Dramatic Play	54	16	5	14	11
Movement/Dance	51	28	2	15	4
Music	40	31	6	16	7
Storytelling/Theatrical	36	29	8	23	4
Lower Frequency Activities:[6]					
Tutoring	36%	4%	1%	24%	35%
Creative Writing	27	21	6	25	21
Computer Games	21	10	3	11	54
Team Sports	18	6	3	15	46
Television	16	13	4	17	49
Science	15	35	11	25	14
Skill-Building Sports[7]	12	18	5	21	44
Cooking	13	28	14	23	22
Formal Counseling/ Therapy	10	2	2	29	57
Videos/Movies	8	27	16	35	14
Field Trips	1	13	24	41	21
Sample Size:	1,289				

on offering an organized, efficient set of activities that follow a standard schedule. The program is rich in activities offering music, art, gymnastics, and tutorial assistance. But, all aspects of the program are scheduled: children must participate in scheduled activities, groups do not vary; staff are at pre-arranged stations; children are grouped by age with no opportunities for cross-age play or older children showing younger children how to do activities; children must follow the rules because according to the director, "three strikes and you are out of the program." Staff are constantly monitoring the location of children and using walkie-talkies to discuss the movement of particular children from one location to another.

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[5] Offered at least weekly by at least half of all programs overall.

[6] Offered at least weekly by less than half of the programs overall.

[7] Includes sports such as Swimming, Track/Field, Gymnastics.

- A program with many stated purposes and a high degree of congruence between these purposes and activities. This program strives to blend the provision of a safe and home-like environment with prevention, recreation, enrichment, and remedial assistance. As children arrive at the program site after school, they run through the gate to the playground area. Three boys, of upper-elementary school age, go to a covered picnic table and pull out their homework. Several girls play with hula hoops under a covered pavilion. A teacher and one group of children organize a game of duck-duck-goose. As more children arrive, two teachers begin a relay race and children form teams. Children move freely and easily from one activity to the next during this first "free period." The atmosphere is fun, free, and happy, with children of all ages using the outdoor play area. While there is a core schedule of activities, children are permitted choices within these blocks of time; individualized tutoring is available to children in grades 3 and higher and older children have the opportunity to participate in team sports. Staff consistently report that if a child appears to be having a problem, it probably is a signal that something is going on at home or at school that needs to be addressed. Their first step would be to talk to the child and his or her parents.

- A program with many stated purposes and a lower level of congruence between these espoused purposes and program activities. While enrichment is the primary purpose of this program, other goals articulated by staff include providing a warm, safe environment; supporting the whole child from a developmental perspective; supporting the work of the home and the school; building children's self-esteem and awareness of diversity; supporting the needs of parents by providing good child-care and acting as community advocates for parents. The toys, games, materials, equipment, and nature of activities in this program are not as challenging as might be expected given these stated program purposes. For example, staff rely heavily on the use of ditto sheets; children must ask for paper for drawing or writing; there is no science corner, no equipment for listening to music; no area where one could lounge comfortably on the floor and play or talk with friends; no evidence of more complex games or craft projects that would require persistence or thought to complete; for

> younger children, there is no dress-up area, dolls, cars or trucks, or other creative-play props. Outside there is little in the way of playground equipment, no basketball or softball areas, and only limited areas where children might comfortably sit and relax or talk with each other. Extra music, dance, art, organized sports, or other specialized activities are not provided. Program staff try to construct a special environment aimed at making certain that the children succeed in school by using a wall-mounted display of words to drill sight vocabulary, an activity that the children seem to enjoy and do well in. A large "X" is permanently marked on the floor at the front of the room; whenever a staff member feels the room has become too noisy or has decided it is time to go to the next activity, he or she will simply go stand on the "X." Children are expected to keep an eye on the "X" and whenever an adult stands there, to immediately stop their activities and silently await the adult's instructions. If a child's behavior becomes problematic, he or she is made to work with the head teacher.

Involvement of children in planning activities. Most programs (85 percent) involve children in planning their activities (Table IV-3). Methods used to involve children most commonly include taking verbal suggestions (44 percent of programs) or holding group meetings (30 percent). Twenty-seven percent of the programs use informal approaches to involve children in planning. The use of written questionnaires with children, suggestion boxes, or other approaches are rarely used by programs overall (each 5 percent or less).

Special provisions for children beyond grade 3. Fewer than half of the programs (44 percent) enroll children who are in grades 4 and higher in before-school sessions; this increases to 59 percent of the programs offering after-school sessions. Publicly sponsored programs are more likely than either private nonprofits or for-profit programs to enroll older children and to make special provisions for them.

Programs enrolling children in grades 4 and higher were asked about seven areas in which they might make special provisions for older children (Table IV-4). Overall, about half (51 percent) of the programs enrolling children in grades 4 and higher report that some special provisions are made for them. These programs most frequently reported offering different activities (64 percent). Less frequently reported were letting older children help with younger children (26 percent), providing a separate space (13 percent), offering children their own club program (7 percent), longer-term activities (4 percent), activities in the community (3 percent), or work experience (less than 1 percent).

TABLE IV-3

INVOLVEMENT OF CHILDREN IN PLANNING ACTIVITIES

		Legal Status		
	All Programs	Public[8]	Private Nonprofit[9]	For-Profit[10]
Percentage of Programs:				
Involving Children in Planning	85%	88%	85%	82%
Approaches Used To Involve Children In Planning:[11]				
Verbal Suggestions	44%	39%	48%	43%
Group Meetings	30	25	31	31
Informal Involvement	27	31	28	24
Suggestion Box	5	4	5	4
Written Questionnaires	4	9	3	2
Other Approaches	4	5	4	3
Sample Size:	1264	609	443	199

Grouping of children. The grouping of children for activities is a common feature of most before- and after-school programs. Only 14 percent of the programs report that children are involved in a single group (Table IV-5). Not surprisingly, grouping of children is related to the size of the program: large programs are much less likely to involve all children in one large group (1 percent) than are either medium or small programs (9 and 19 percent, respectively) (not tabled).

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[8] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[9] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Corporations, and Private Social Service/Youth Serving Agencies.

[10] Includes For-Profit Private Schools and Private Corporations.

[11] Percentages do not sum to 100 percent because programs may use more than one approach.

TABLE IV-4

SPECIAL PROVISIONS MADE FOR CHILDREN BEYOND GRADE 3

		Legal Status		
	All Programs	Public[12]	Private Nonprofit[13]	For-Profit[14]
Percentage of Programs Enrolling Children Beyond Grade 3 In:				
Before-School Sessions	44%	64%	46%	32%
After-School Sessions	59	74	61	47
Of Programs Enrolling Children Beyond Grade 3, Percentage Making Special Provisions	51%	59%	47%	49%
For Programs Serving Children Beyond Grade 3, Types of Special Provisions Made:[15]				
Different Activities	64%	73%	58%	61%
Help With Younger Children	26	25	34	14
Separate Space	13	15	12	12
Own Club Program	7	4	8	11
Longer-Term Activities	4	8	1	1
Activities in Community	3	7	1	2
Work Experience	1	0	1	1
Other Provisions	21	22	21	21
Sample Size:	566	304	198	61

Across all programs, children have relatively little say in how they are grouped for particular activities: Less than 10 percent of the programs permit children to choose their own groups. Age is the most frequent basis used by programs to group children (61 percent), followed by the interests of the child (28 percent). Programs are much less likely to group children by their skill ability or developmental level (used by 11 percent of the programs), the activity being offered at the time (8 percent), gender (4 percent), or other criteria (5 percent).

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[12] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[13] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[14] Includes For-Profit Private Schools and Private Corporations.

[15] Percentages do not sum to 100 percent because programs making special provisions may use more than one approach.

TABLE IV-5

GROUPING OF CHILDREN ENROLLED IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	Legal Status			
	All Programs	Public[16]	Private Nonprofit[17]	For-Profit[18]
Percentage of Programs In Which:				
Children Are All Together (Only One Group)	14%	10%	16%	15%
Children Choose Own Groups	10	12	7	11
Grouping Depends on Activity	4	6	5	2
Percentage of Programs Grouping Children By:[19]				
Age	61%	64%	60%	61%
Interests	28	32	28	25
Skill Ability/ Developmental Levels	11	7	11	13
Activity	8	10	9	5
Gender	4	3	6	2
Other	5	8	6	2
Sample Size:	1,281	616	448	203

Highlights from the site visits. In the sites that we visited, a number of the provisions described above were normal and regular activities in programs enrolling older children. In addition, we saw that programs offered children considerable freedom of choice within scheduled activity "blocks." For example:

- children in different grades share a classroom or join together for particular activities each week;
- a common playground time is scheduled and children are able to choose their playmates and the type of activity;

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[16] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[17] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[18] Includes For-Profit Private Schools and Private Corporations.

[19] Percentages do not sum to 100 percent because programs may group children using multiple methods.

adults are available to help organize team activities with interested children;

- the program offers several activities simultaneously and grouping is accomplished using a number of methods: by interest of the child, random selection, and weekly schedules that rotate children in an effort to ensure that each gets exposed to all kinds of activities and that all learn to work alongside each other;
- children are free to "hang out" together or to become engrossed in a book for the entire afternoon, if they wish. Two days each week children are responsible for their own schedules: on "Talent Tuesday" children develop/create their own special talent and present before the entire group; on "Super Friday" they bring in a favorite toy, game, or book from home to play with and to share with others;
- as a regular part of the program, special field trips are offered on the weekends and older children may participate on sports teams that compete with other community-based teams in the city;
- staff members from the after-school program review the report cards of participating children, contact the regular teacher to review the needs of children receiving poor grades, and tutor students in grade 3 and higher.

Location and Use of Space

A major issue in the design of before- and after-school programs is the nature of the facilities that children and staff are permitted to use. Further, programs may have access only to particular spaces within a facility and may or may not have to share the space. Each type of arrangement poses problems that need to be considered in program design.

Program location. The majority of before- and after-school programs are located in either child-care centers (35 percent) or public schools (28 percent), followed by religious institutions and religious private schools (14 percent and 5 percent, respectively) (Table IV-6). The remaining 18 percent are spread across at least six different types of locations, including community centers, work sites, nonreligious private schools, universities or colleges, and municipal buildings.

TABLE IV-6

TYPES OF FACILITIES USED BY BEFORE- AND AFTER-SCHOOL PROGRAMS

		Primary Space Used Is:[20]			
	Percentage of Programs[21]	Dedicated	Shared	Both	Sample Size
All Programs	100%	46%	49%	6%	1,289
Type of Facility Used:					
Child-Care Centers	35%	63%	31%	6%	232
Public Schools	28	27	67	6	785
Religious Institutions	14	36	60	4	87
Religious Private Schools	5	34	55	11	32
Community Centers	4	33	60	8	31
Work Sites	3	77	23	0	19
Nonreligious Private Schools	<1	59	39	1	10
Universities/ Colleges	<1	100	0	0	2
Municipal Buildings	<1	93	7	0	3
Other	11	50	45	5	86

__Use of space__. Overall, about half of the programs (49 percent) share the space used by children and staff with other programs, and only a few have access to space that is both dedicated to them and shared (6 percent). Of the major types of facilities that house before- and after-school programs, two-thirds of the programs located in public schools (67 percent) and over half of the programs in religious institutions (60 percent) share their space. In contrast, less than a third of the facilities used by programs in child-care centers (31 percent) are shared. Among the types of facilities used less frequently, over half of the programs located in religious institutions, religious private schools, or community centers share their space; the small proportion of program facilities located at work sites, nonreligious private schools, universities/colleges and municipal buildings tend to have dedicated space.

Only 19 percent of the before- and after-school programs have access to an entire building most of the time, and an additional 6 percent have access to all rooms in a school at least weekly (Table IV-7). Classrooms represent the primary type of space that

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[20] Row percentages based on proportions of each type of facility that are used only by the program (dedicated), shared or both.

[21] Column percentages.

TABLE IV-7

TYPES OF PHYSICAL SPACE USED BY BEFORE- AND AFTER-SCHOOL PROGRAMS

	Percentage of Programs Using	
	Most of the Time	At Least Weekly
Access to Entire Building/ All Rooms In School	19%	6%
Types of Space Used:[22]		
Classroom	44%	11%
Playground or Park	19	74
Multi-purpose Room	15	11
Cafeteria/Lunchroom	14	10
Gym	13	17
Library	2	11
Basement	3	1
Art Room	1	3
Music Room	0	2
Office	0	1
Game Room	0	2
Museum	0	0
Other	12	17
Sample Size:	1,265	1,026

programs use most of the time (44 percent). Four types of space used by smaller proportions of programs most of the time that undoubtedly present challenges to staff members concerned with creating a home-like environment include: a playground or park (19 percent), a multi-purpose room (15 percent), a cafeteria/lunchroom (14 percent), and a gym (13 percent). In terms of recreational space, enrolled children never have access to a playground or park in more than a quarter (27 percent) of the programs. Given the purposes espoused by programs, it is interesting to note that very few programs (2 percent) use a library as part of their program most of the time, and only 11 percent of programs have access to a library at least weekly. Other types of space used very infrequently by programs (each used at least weekly by fewer than 4 percent the programs) include: art rooms, music rooms, game rooms, or museums.

Problems with space. Slightly fewer than one in five (17 percent) of the programs overall reported that they currently have a problem with the space where their program is located. Sharing space causes more problems for programs than does operating in dedicated space (20-22 percent versus 12 percent) (Table IV-8).

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[22] Percentages do not sum to 100 percent because respondents could select all responses that applied.

TABLE IV-8

PROBLEMS BEFORE- AND AFTER-SCHOOL PROGRAMS HAVE WITH FACILITIES AND SPACE

	All Programs	Primary Space Used Is:[23] Dedicated	Shared	Both
Programs Having Problems	17%	12%	20%	22%
Of Those Programs Having Problems, Types of Problems:				
Have To Share It	29%	12%	40%	27%
Not Enough Activity Space	29	31	29	27
No Room To Expand	20	30	17	1
Insufficient Storage	16	7	20	16
Playground Inadequate	5	11	3	0
Need To Rearrange Room Daily	4	4	5	0
Plumbing	3	1	0	27
Inappropriate	2	3	2	3
Too Large	2	0	3	0
Security/Vandalism	2	5	1	0
Poor Light, Heat or Ventilation	1	1	0	0
Noise	1	1	2	0
Equipment	0	1	0	0
Other	7	9	7	1
Sample Size:	242	71	162	14

Types of problems also vary depending on whether the space is shared. Not surprisingly, programs that share their space are the most likely to cite having to share it (40 percent) and insufficient storage space (20 percent) as problems than are programs with dedicated space. A small percentage of programs (12 percent), located in dedicated space within a facility, also cited problems related to sharing the facility with others: having to separate the children; disruptions due to having a common entrance hall; and traffic through the cafeteria space used by the program because the area was not closed off with doors.

In the site visits, the differences in facilities and space were striking. Even more striking was the willingness of program staff to accept whatever accommodations were available, even if they severely limited staff's ability to offer a range of activities to participating children.

- One program enrolls 24 children and is located in a one-room portable classroom, one of five modules attached together to form an "L" annex to the rear of the school.

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[23] Column percentages based on number of respondents with problem(s); percentages do not sum to 100 percent because respondents could select all problems that applied.

There is a large concrete playground equipped with a wooden climbing structure, a basketball hoop, and a half dozen picnic tables, used during good weather for doing homework, eating snacks, and playing games. The one-room portable space is dedicated to the program but is insufficient for all children, given the kindergarten to grade 6 age range. There is no kitchen, sink, or bathroom, and there is minimal storage space. There is a card table and a few stools for playing board games; some plastic cushions that children use to sit on the floor; a thick area rug in about one-sixth of the floor space; an old upright piano; and a six-foot table with eight child-size chairs. There is little floor space once half the children are inside the room. The noise and chaos levels sometimes get out of hand as children talk and play; concentrating on homework under these circumstances appears very difficult for some children.

- As part of a child development center operated by the public schools for children ages 3 and above, another before- and after-school care program has full use of a modern facility specifically designed for early childhood care. Located adjacent to the elementary school which participating school-age children attend during the day, the program also has the use of the school's large, grassy playing field for after-school sports activities. The program enrolls 54 children and has the dedicated use of two large classrooms at one end of the building. The rooms are well-equipped with age-appropriate materials and furnishings arranged by interest center. Each room contains cooking and bathroom facilities and opens out onto a small, paved, fenced-in playground used exclusively by the school-age program. A multi-purpose room is used for providing homework assistance after school and for center-wide gatherings and special celebrations.

- This program operates under the supervision of the principal in a large elementary school located on a grassy campus in a solidly middle-class, suburban neighborhood. With approximately 60 students enrolled in the before-school session and 160 attending the after-school session, the program has full use of the building, including a computer lab, music room, and outdoor play area. A small program office located adjacent to the school's main office attests to the degree of integration of the program in the overall elementary school program. At the same time, the grouping of children and scheduling of activities builds on the structure of this particular regular school program, giving the program a very "regimented" feeling in which individual children have very limited choices or free time.

- Located in an elementary school, this after-school program operates almost exclusively in the school cafeteria. Children have access to the playground and occasionally use the school library and a TV monitor for viewing television and videos. The 60 children enrolled in the program usually use half of the cafeteria's tables and chairs, which are organized in three long rows; the remaining chairs sit atop the other tables so the floor can be cleaned by the janitor. All the equipment and supplies used in the program are kept in a small storage cabinet located on a stage at one end of the cafeteria. Children sit in three groups at the tables for homework, coloring or story time, snack, arts and crafts, and games. Because the restrooms are located on another floor of the school building, children are permitted to use them during designated times under the supervision of staff. Staff have access to a phone in the principal's office if a secretary is working late; otherwise, a janitor is available to unlock the door.

- This after-school program enrolls 26 children in grades 1 through 6 and is located in dedicated space within a building designed as a child-care center. The areas allocated to four age groups -- toddler, preschool, kindergarten, and school-age -- are all connected in a wall-less horseshoe, with each age-level contiguous to the next, making the environment very cramped and noisy. The school-age program is equipped with arts and crafts materials, board games, books, Nintendo, and a miniature pool table. There is no indoor large motor-skills activity area and the outdoor playground equipment is mostly geared to preschoolers.

Staffing

A core aspect of before- and after-school programs is their staffing arrangements: the number and types of staff members employed, staff salaries and benefits, the characteristics of staff, and turnover. Differences in staffing arrangements, including job titles, roles, wage structures, and schedules made it difficult to ask a common set of interview questions across all programs. Before presenting the findings, it is important to explain how we dealt with this complexity.

We first asked directors how many different types of paid staff (i.e., different job titles) there were. The variation in titles was considerable. We then asked the respondent to answer questions for each type of job (job title) in order of seniority. We found considerable variation in titles within each level of seniority, suggesting that, in providing this information, respondents may have used different definitions of seniority, such as authority, number of hours worked per week, importance to program operations, or amount of direct contact with children. To correct for these inconsistencies, we first deleted data for directors who worked fewer than five hours per week at the program site and moved the job title and characteristics of the next most senior staff into the director role. Next, we scanned the job titles by site, deleted the most senior job titles if they were exactly the same as the title/characteristics of the respondent, and moved the characteristics of job title 2 into the job title 1 position, and so forth. Finally, we limited our analyses to the three types of staff that appeared fairly comparable across sites -- (1) the onsite director or site coordinator who works more than five hours per week at the site; (2) the most senior staff members, usually site supervisor, head teacher, lead staff, or a teacher in a small program; and (3) all other staff, usually teachers, instructors, assistants, counselors or recreational leaders, aides, cooks, or specialists.

Number of staff and hours worked. On average, programs employ two to three senior level staff members and two other staff members. These staff members function in an average of one to two different roles (different job titles). In addition, there is an onsite director who works in the program at least five hours per week (Table IV-9).[24] Publicly sponsored programs, because they have larger average enrollments, employ an average of two to three staff members in addition to senior level staff members, while for-profit programs employ an average of one to two other staff members. While onsite directors work directly with children in 73 percent of the programs overall, proportionately more for-profit programs have directors who work with children than do private nonprofit or publicly sponsored programs (81 versus 69 percent of private nonprofits and 66 percent of publicly sponsored). About 14 percent of the programs augment their staff members with junior and senior high school students.

Onsite directors work an average of 20.6 hours per week in a program offering only after school sessions and 27.9 hours per week in a program that meets before and after school (Table IV-10).[25] Senior staff members work an average of 18.9 hours per week in after-school programs and 26.5 hours per week if the program meets both before and after school. Staff members working in other job titles average fewer hours than either directors or senior level staff: 16.9 hours per week in after-school programs and 20.8 hours per week in before- and after-school programs. Regardless of role, staff members working in for-profit programs are likely to work more hours per week (an average of one to six hours more) than those working in private nonprofit or publicly sponsored programs (except for directors of publicly sponsored before- and after-school programs).

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[24] Approximately 77 percent of onsite directors work five or more hours per week in the before- or after-school programs.

[25] Data regarding the average number of hours staff work in programs meeting only before school have not been reported due to small sample sizes and extremely large standard errors.

TABLE IV-9

NUMBER OF STAFF EMPLOYED IN BEFORE- AND AFTER SCHOOL PROGRAMS

	All Programs (s.e.)[26]		Legal Status					
			Public[27] (s.e.)		Private Nonprofit[28] (s.e.)		For-Profit[29] (s.e.)	
Percentage of Programs In Which Director Works With Children	73%		66%		69%		81%	
Average Number of Different Paid Staff Roles[30]	1.7	(.04)	1.8	(.06)	1.7	(.05)	1.7	(.08)
Percentage of Programs Using Junior/High School Students As Staff[31]	14%		13%		15%		12%	
Average Number of Staff Employed:								
Senior Level Staff	2.3	(0.1)	2.3	(0.2)	2.2	(0.2)	2.5	(0.2)
Other Staff	2.0	(0.1)	2.4	(0.3)	2.0	(0.2)	1.7	(0.2)
Average Hours Per Week Worked By:								
Director	26 hrs.	(0.5)	25 hrs.	(1.0)	25 hrs.	(0.8)	28 hrs.	(1.0)
Senior Level Staff	25	(0.4)	23	(0.8)	23	(0.7)	28	(0.8)
Other Staff	20	(0.5)	18	(0.9)	20	(0.7)	22	(.09)
Sample Size:	1,279		588		476		204	

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[26] Standard Error.

[27] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[28] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[29] Includes For-Profit Private Schools and Private Corporations.

[30] Other than director.

[31] On either a paid or unpaid basis.

TABLE IV-10

NUMBER OF HOURS STAFF WORK PER WEEK IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs (s.e.)[32]		Legal Status					
			Public[33] (s.e.)		Private Nonprofit[34] (s.e.)		For-Profit[35] (s.e.)	
Hours Per Week Director Works In Programs Operating:								
Just After School	20.6	(0.8)	18.8	(1.0)	21.1	(1.2)	22.5	(1.8)
Before and After	27.9	(0.6)	29.8	(1.3)	26.2	(1.0)	28.9	(1.1)
Hours Per Week Senior Level Staff Work In Programs Operating:								
Just After School	18.9	(0.6)	17.2	(0.9)	18.8	(1.0)	23.2	(1.9)
Before and After	26.5	(0.5)	26.7	(1.1)	24.7	(0.8)	28.5	(0.8)
Hours Per Week Other Staff Work In Programs Operating:								
Just After School	16.9	(0.6)	15.2	(0.8)	16.9	(1.0)	19.9	(1.0)
Before and After	20.8	(0.6)	19.2	(1.2)	20.5	(0.9)	22.3	(1.1)

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[32] Standard Error.

[33] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[34] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[35] Includes For-Profit Private Schools and Private Corporations.

Staff wages and benefits. Because before- and after-school programs are sponsored by so many different types of organizations and operate in such diverse settings, comparable data regarding staff salaries were difficult to obtain in a telephone survey. Directors had the option of reporting salaries of staff by year, month, or hour. Most onsite directors reported their own salaries on either an annual or per-hour basis. Both the wages of onsite directors reported by month, week, or day, and the wages of staff members were converted to a per-hour wage based on the average number of hours worked per week.

Since onsite directors may have reported an overall annual salary that reflects their responsibilities for programs and activities in addition to the before- and/or after-school program, we report their salaries on either an annual or a derived per-hour basis, depending upon how they answered the salary question. Onsite directors reporting their salary on an annual basis earn an average of $19,490 per year (Table IV-11). While salaries reported on an annual basis ranged from $1.00 (a token amount) to $60,000, (probably for an agency executive director) half of the onsite directors of before- and/or after-school programs earned less than $19,000 per year. Onsite directors reporting their earnings per month, week, or day receive an average of $12.68 per hour; onsite directors reporting their earnings per hour receive an average of $7.40 per hour. The onsite directors working in publicly sponsored programs have the highest average wages, regardless of whether the wages are reported on an annual or per-hour basis.

The average starting wage of the most senior staff member other than the director in before- and/or after-school programs is $6.77 per hour; other staff members start at $5.81 per hour. Average wages are consistently higher in publicly sponsored programs ($7.51 per hour for the most senior staff and $6.34 per hour for other staff) and the lowest in for-profit programs ($6.11 for the most senior staff and $4.93 for other staff). Slightly more than three-fourths of the programs pay teachers or group leaders (these may or may not be the most senior level staff) for time to plan daily activities for children.

Approximately 28 percent of the programs overall do not offer staff any fringe benefits (Table IV-12). Publicly sponsored programs are least likely to offer benefits (38 percent do not offer benefits versus 24 percent of the private nonprofits and 25 percent of the for-profits) because staff in public school programs are often teachers who receive benefits through their regular teaching jobs. The benefits most commonly offered include paid vacation time (46 percent of programs), health insurance (37 percent) and paid sick time (34 percent). Again, publicly sponsored programs are less

TABLE IV-11

AVERAGE WAGES RECEIVED BY STAFF WORKING IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs (s.e.)[36]		Legal Status					
			Public[37] (s.e.)		Private Nonprofit[38] (s.e.)		For-Profit[39] (s.e.)	
Wages of Directors If Reported By:								
Year/School Year (Annual)	$19,490	(552)	$24,144	(1,330)	$18,626	(573)	$16,245	(1,132)
Month/Week/ Day (Hourly)	12.68	(1.05)	16.06	(3.66)	12.68	(1.71)	11.28	(1.14)
Hour (Hourly)	7.40	(0.20)	8.42	(0.49)	6.83	(0.20)	7.24	(0.41)
Hourly Wages Of:								
Most Senior Staff[40]	$6.77	(0.18)	$7.51	(0.32)	$6.82	(0.31)	$6.11	(0.29)
All Other Staff	5.81	(0.19)	6.34	(0.32)	6.10	(0.38)	4.93	(0.15)
Percentage of Programs Paying Teachers/Group Leaders To Plan Daily Activities	76%		73%		78%		77%	

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[36] Standard Error.

[37] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[38] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Corporations, and Private Social Service/Youth Serving Agencies.

[39] Includes For-Profit Private Schools and Private Corporations.

[40] Other than director.

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TABLE IV-12

AVERAGE BENEFITS RECEIVED BY STAFF WORKING IN BEFORE- AND AFTER-SCHOOL PROGRAMS

		Legal Status		
	All Programs	Public[41]	Private Nonprofit[42]	For-Profit[43]
Percentage of Programs Not Offering Fringe Benefits	28%	38%	24%	25%
Fringe Benefits Offered:[44]				
Paid Vacation Time	46%	28%	46%	58%
Health Insurance	37	40	38	33
Paid Sick Time	34	38	34	30
Paid Holidays	27	27	21	35
Dental Insurance	17	26	16	13
Life Insurance	14	23	12	9
Paid Personal/ Bereavement Days	13	18	10	12
Free or Reduced-Fee Child-care	11	4	11	17
Retirement	10	20	10	3
Tuition Support	8	10	7	9
Use of Facilities Free of Charge	6	4	10	2
Disability Insurance	3	5	2	4
Compensatory Time	3	4	4	1
Meals	1	0	1	2
Vision Insurance	1	2	0	1
Credit Union	1	2	1	0
Other Benefits	4	2	6	4
Sample Size:	1,218	553	448	194

likely to offer paid vacation time than are either private nonprofit or for-profit programs (28 percent versus 46 percent of private nonprofit and 58 percent of for-profits).

Staff characteristics. More than a third of the staff members working in before- and after-school programs also have second jobs (Table IV-13). Staff working in publicly sponsored and private nonprofit programs are more likely than are those working in for-profits to hold other positions concurrently (41 and 40 percent, respectively, versus 29 percent). Of the staff members with second

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[41] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[42] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[43] Includes For-Profit Private Schools and Private Corporations.

[44] Asked of all programs; does not include benefits that staff may receive as teachers in regular school programs.

TABLE IV-13

STAFF CHARACTERISTICS

		Legal Status		
	All Programs	Public[45]	Private Nonprofit[46]	For-Profit[47]
Percentages of Staff With Other Jobs	37%	41%	40%	29%
Of Those Staff With Other Jobs, Proportion Employed As:				
Teachers	26%	30%	25%	23%
Other School Position	40	54	34	36
Other Non-School Position	53	46	58	50
Students	14	14	15	11
Percentages of Staff Who Are:				
Female	89%	85%	87%	94%
Male	11	15	13	6
White, Non-Hispanic	70%	65%	67%	79%
African-American[48]	19	22	22	15
Hispanic	7	10	7	3
Asian/Pacific Islander	3	3	3	3
American Indian/ Alaskan Native	1	<1	<1	<1
Other Racial/Ethnic Background	0	<1	<1	<1
Sample Size:	1,263	578	470	204

jobs, more than half hold non-school positions (53 percent), followed by non-teaching positions in the schools (40 percent), teaching positions (26 percent), and students (14 percent). The proportion of staff who also teach is fairly consistent across types of programs. The proportion also employed in other, non-teaching, school positions is higher in publicly sponsored programs (54 percent) than in either private nonprofit or for-profit programs (34 percent and 36 percent, respectively).

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[45] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[46] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[47] Includes For-Profit Private Schools and Private Corporations.

[48] We have substituted African-American for the Black, Non-Hispanic category that was used in the phone survey.

Almost 90 percent of the staff working in before- and after-school programs are women and over two-thirds (70 percent) are white. For-profit programs are most likely to employ female staff (94 percent) who are white (79 percent). Larger proportions of African-American or Hispanic staff are employed in publicly sponsored (22 percent, African-American and 10 percent, Hispanic) as compared with for-profit programs (15 percent and 3 percent, respectively). The ethnic and racial backgrounds of staff members reflect the backgrounds of children enrolled in these programs.

The education levels of staff working in before- and after-school programs vary tremendously across roles (Table IV-14). More than half of directors (62 percent) hold at least a bachelor's degree. Considering the senior staff member (other than the director) with the most years of formal education, 37 percent have at least a bachelor's degree. Only 21 percent of the other staff with the most years of formal education have at least a bachelor's degree.

The vast majority of onsite directors report that, including themselves, at least some paid staff who work directly with children had received additional school-age child-related training in the past year (91 percent) -- see Table IV-15. The extent, content, or quality of this training, however, could not be detailed in a brief telephone survey. Of those reporting that training occurred, half indicated that it was provided by a local college or community college, 24 percent indicated that training was provided by a private association or organization, and 23 percent cited government agencies. Less frequent providers of child-related training include youth organizations such as the YMCA or YWCA (11 percent), boards of education (11 percent), the Red Cross (10 percent), an NAEYC affiliate (9 percent), a network or coalition for school-age child care (8 percent), the National School-Age Child-care Alliance (5 percent), a resource and referral agency (6 percent), or a licensing agency (2 percent).

Staff members in publicly sponsored programs are more likely to have received training from a government agency (34 percent) or a board of education (33 percent) than are staff members working in private nonprofits or for-profit programs.

Turnover of staff. Staff turnover rates are high in before- and after-school programs, although the turnover of staff is concentrated in 58 percent of the programs (Table IV-16). Turnover is fairly consistent across levels of legal status. The average turnover rate in programs that experience some staff turnover is 60 percent. The overall turnover rate, including programs without turnover, is 35

TABLE IV-14

QUALIFICATIONS OF STAFF WORKING IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs	Legal Status		
		Public[49]	Private Nonprofit[50]	For-Profit[51]
Percentage of Onsite Directors Who Have Completed:				
Graduate Degree	17%	20%	16%	15%
Bachelors Degree	45	47	50	38
Associates Degree	9	11	7	11
Child Development Assoc.	3	3	3	4
Some College	17	15	17	17
High School or GED	8	5	6	14
Less Than High School	1	0	1	1
Percentage of Senior Staff With Most Years of Formal Education Who Have Completed:[52]				
Graduate Degree	7%	9%	5%	8%
Bachelors Degree	30	29	30	31
Associates Degree	12	11	16	8
Child Development Assoc.	4	2	4	5
Some College	25	29	27	20
High School or GED	21	20	17	27
Less Than High School	0	0	1	0
Percentage of Other Staff With Most Years of Formal Education Who Have Completed:				
Graduate Degree	2%	1%	2%	3%
Bachelors Degree	19	17	17	23
Associates Degree	7	9	7	5
Child Development Assoc.	3	4	5	0
Some College	33	35	36	27
High School or GED	29	25	26	37
Less Than High School	7	8	7	5
Sample Size:	1,240	573	461	194

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[49] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[50] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[51] Includes For-Profit Private Schools and Private Corporations.

[52] Other than director; refers to the highest education level completed by senior staff member with the most years of formal education.

TABLE IV-15

TRAINING OF STAFF WORKING IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs	Legal Status		
		Public[53]	Private Nonprofit[54]	For-Profit[55]
Percentage of Programs In Which Staff Have Participated In Inservice Training:[56]	91%	91%	91%	91%
Of Programs With Training Opportunities, Percentage Provided By:[57]				
Local College/ Community College	50%	48%	52%	50%
Private Association or Organization	24	19	23	27
Government Agency	23	34	18	23
Youth Organization	11	13	18	1
Board of Education	11	33	8	2
Red Cross	10	14	8	9
NAEYC Affiliate	9	10	9	9
Network or Coalition for School-Age Child Care	8	3	10	10
Resource and Referral Agency	6	4	6	7
National School-Age Child-care Alliance	5	4	7	4
Program	4	3	5	4
Licensing Agency	2	1	1	3
Other Providers	15	15	14	17
Sample Size:	1,167	535	440	182

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[53] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[54] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[55] Includes For-Profit Private Schools and Private Corporations.

[56] Refers to paid staff who work with children participating in school-age child-related training over the last year.

[57] Percentages sum more than 100 percent due to multiple responses.

TABLE IV-16

ANNUAL STAFF TURNOVER IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs (s.e.)[58]		Legal Status					
			Public[59] (s.e.)		Private Nonprofit[60] (s.e.)		For-Profit[61] (s.e.)	
Average Number of Paid Staff Working Directly With Children	4.9	(0.2)	5.3	(0.3)	4.8	(0.3)	4.7	(0.2)
Percentage of Programs That Experienced Staff Turnover	58%		56%		56%		62%	
Average Turnover of Paid Staff In Programs With Turnover	60%		55%		58%		66%	
Average Number of Days to Replace Staff	23	(2.6)	27	(4.8)	21	(2.9)	24	(5.8)
Sample Size:	1,260		579		470		200	

percent.[62] Directors report that it took an average of 23 days to replace a staff member who had left the program.

Child-Staff Ratios

States have traditionally regulated ratios of children-to-staff in early childhood programs on the assumption that lower ratios (fewer children per caregiver) facilitate positive and more individualized interactions between adults and children, with consequent benefits for children. Similarly, ratios of children-to-staff in before- and after-school programs are typically specified in state regulations. There is the potential for variation in child-to-staff ratios based on differences in state requirements or locally determined enrollment policies in programs that are not regulated or licensed.

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[58] Standard Error.

[59] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[60] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[61] Includes For-Profit Private Schools and Private Corporations.

[62] Annual staff turnover was defined in the survey as the number of staff who left the program and were replaced during the past year divided by the total number of staff positions.

Though ratio appears to be a straightforward concept that could be easily measured, this simplicity disappears under close examination. First, there is the issue of whom to count: should volunteers, part-time staff, and older youngsters who volunteer be included? Secondly, ratio can be measured in a variety of ways, each likely to yield a different answer. Ratio can be computed from enrollment and staff schedules, from attendance of children and staff, or through observation. While the results are highly correlated, the resulting ratios may differ by as much as 20 percent (Bache, 1979). Finally, child-to-staff ratios fluctuate from day to day and over the course of the day, reflecting fluctuations in attendance.

Given this inherent variation and the limitations on information that can be obtained through a phone survey, we derived ratios of children to staff in before- and after-school programs by dividing the total number of hours per week that all paid staff work (number of paid staff working directly with children times hours worked) by the total number of child-hours (number of children enrolled in both before- and after-school sessions times the number of hours per week the program operates). This ratio of child-to-staff hours permits relative comparisons across major types of programs.

Across all programs, the average ratio is 8.9-to-1 (Table IV-17). The average ratios are higher in public and private nonprofit programs: 11.4-to-1 and 9.0-to-1, respectively. Private for-profit programs have the lowest average ratio: 6.9-to-1. There are variations in ratios by sponsorship. For example, programs sponsored by the public schools have an average ratio of 12.6-to-1; private nonprofit schools have an average ratio of 11.9-to-1. Other for-profit programs (including for-profit, social-service/youth-serving agencies and other undifferentiated) have the lowest child-to-staff ratio at 6.0-to-1. We also found that programs enrolling one or more older children (grade 4 and higher) have significantly higher ratios than programs enrolling only younger children ($F=2.4$; $p<.001$). Thus, the lower child-to-staff ratios in for-profit programs may be due to the fact that these programs are more likely to enroll larger proportions of younger children (prekindergarten through third grade).

Role of Parents

Program directors indicate that parents may become involved in before- and after-school programs both in regard to program-wide issues and issues specific to their own children. At the program level, parent involvement is required by only 11 percent of the programs nationally, although the extent of that involvement was not specified. There is little variation by legal status of the program in whether parent involvement is required (Table IV-18). While slightly more than a third of the programs nationally report that parents serve on an advisory council or board of directors (36 percent), publicly sponsored and private nonprofit programs are

RATIO OF CHILD-TO-STAFF HOURS IN BEFORE- AND AFTER-SCHOOL PROGRAMS BY LEGAL STATUS AND SPONSORSHIP

	Average Child-Staff Ratio	Standard Error
Among All Programs	8.9-1	(0.4)
Programs That Are:		
Public[63]	11.4-1	(1.2)
Private Nonprofits[64]	9.0-1	(0.4)
For-Profits[65]	6.9-1	(0.4)
Public and Private Nonprofit:		
Public Schools	12.6-1	(1.4)
Private Schools	11.9-1	(1.0)
State, County, Local Governments	6.7-1	(0.8)
Church or Religious Groups	8.6-1	(1.0)
Private Organizations	7.9-1	(0.5)
Private Social Service or Youth Serving Agencies	9.1-1	(0.7)
Other Nonprofit	6.8-1	(4.5)
For-Profit:		
Private Corporations	7.0-1	(0.5)
Private Schools	7.3-1	(1.5)
Other For-Profit	6.0-1	(0.7)
Sample Size:	1,139	

much more likely than for-profit programs to involve parents in this manner (43 percent and 50 percent as compared to 14 percent, respectively). Well over half of the programs report that parents participate in program planning or evaluation activities (62 percent), with larger proportions of publicly sponsored than private nonprofit or for-profit programs reporting the involvement of parents in these activities (76 percent compared to 63 percent and 52 percent, respectively). The actual extent of this parental involvement in program planning or evaluation is questionable, given that only 15 percent of directors indicated that parents are involved in "formally reviewing or evaluating" the before- and after-school program at least annually.

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[63] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[64] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Services/Youth Serving Agencies.

[65] Includes For-Profit Private Schools and Private Corporations.

TABLE IV-18

PARENT INVOLVEMENT IN BEFORE- AND AFTER-SCHOOL PROGRAMS

	All Programs (s.e)[66]	Legal Status		
		Public[67] (s.e.)	Private Nonprofit[68] (s.e.)	For-Profit[69] (s.e)
Parent Involvement Is Required	11% (1.1)	13% (2.2)	13% (1.9)	8% (1.6)
Percentage of Programs In Which Parents:				
Participate In Program Planning Or Evaluation	62% (1.7)	76% (3.1)	63% (2.7)	52% (3.1)
Serve On An Advisory Council Or Board of Directors	36 (1.7)	43 (3.6)	50 (2.8)	14 (2.2)
Are Involved In Other Ways	40 (1.8)	39 (3.6)	42 (2.7)	38 (3.0)
Of Parents Involved In Other Ways, Percentage Involved In (n=586):[70]				
Volunteering	61%	60%	57%	67%
Raising Funds	27	27	36	13
Attending Parent Meetings	27	28	23	32
Committees	8	12	6	8
Choosing Activities	6	12	3	6
Attending Workshops	6	9	5	0
Setting Policies	3	2	1	2
Visiting	2	3	1	2
Building Maintenance	1	2	1	0
Newsletter	1	3	1	0
Selecting Staff	<1	<1	<1	<1
Reviewing Budgets	<1	<1	<1	<1
Other Ways	8	3	5	1
Sample Size:	1,288	620	448	206

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[66] Standard Error.

[67] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[68] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[69] Includes For-Profit Private Schools and Private Organizations.

[70] Percentages do not sum to 100 percent because respondents could select all responses that applied.

A fairly large proportion (40 percent) of programs, across all sectors, also involve parents in other ways. Programs involving parents in other ways report that they most frequently become involved as volunteers (61 percent), followed by involvement in fund raising and attending parent meetings (27 percent each). The pattern is somewhat different in for-profit programs where parents are less likely to get involved in fund raising (13 percent). Workshops for parents appear to be a very small part of before- and after-school programs (6 percent), and less than 3 percent of programs involve parents in other ways, such as visiting the program, building maintenance, newsletter preparation, selecting staff, reviewing budgets, or setting policies.[71]

Communication between program staff and parents about the care and activities of individual children tends to occur informally when parents are dropping off or picking up their child (82 percent of the programs) (Table IV-19). Slightly more than a third of the programs use newsletters (37 percent) or notes/letters sent home with children (38 percent) to communicate with parents. Phone calls and regular conferences are used much less frequently by program staff to communicate with parents (27 percent and 21 percent, respectively). Programs having regular conferences with parents tend to schedule them annually (49 percent) or "as needed" (37 percent), but the actual proportion of parents involved is not known.

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[71] This may under-represent the proportion of programs involving parents in these types of activities because if a program director responded "no" to a question asking if parents are involved in major ways other than planning or serving on an advisory council/board, he/she was not asked about parent involvement in selecting staff, reviewing budgets, setting policy, etc.

TABLE IV-19

COMMUNICATION WITH PARENTS OF CHILDREN ENROLLED IN BEFORE- AND AFTER SCHOOL PROGRAMS

	All Programs	Legal Status Public[72]	 Private Nonprofit[73]	 For-Profit[74]
Proportion Of Programs Communicating With Parents Through:[75]				
Talking Informally	82%	81%	83%	83%
Notes/Letters Sent Home	38	43	37	35
Newsletters	37	42	36	33
Phone Calls	27	34	28	20
Regular Conferences	21	19	20	22
Other Means	9	13	8	7
Of Programs Having Regular Conferences, Percentage That Are Scheduled (n=259):				
As Needed	37%	37%	29%	48%
Yearly	49	47	54	45
Monthly	11	16	14	2
Weekly	2	0	3	2
Sample Size:	1,289	620	449	206

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[72] Includes Public Schools; State, County, and Local Governments; and Public Social Service Agencies.

[73] Includes Nonprofit Religious or Nonreligious Private Schools, Church and Religious Groups, Private Organizations, and Private Social Service/Youth Serving Agencies.

[74] Includes For-Profit Private Schools and Private Corporations.

[75] Percentages do not sum 100 percent because respondent could select all responses that applied.

CHAPTER V: SELECTED CHARACTERISTICS OF PROGRAMS SERVING CHILDREN FROM LOWER-INCOME FAMILIES

Introduction

In Chapter III we saw that before- and after-school programs are very dependent upon fees paid by parents for operating funds and that most parents pay the full fee for enrolling their children. At the same time, 35 percent of the before- and after-school programs in the United States report that they primarily serve children from lower-income families.[1] Of particular interest are the operating characteristics of programs that are successfully enrolling children whose parents have limited incomes.

Programs enrolling concentrations of children from lower-income families are more likely than those enrolling higher-income families to:

- Enroll a smaller proportion of prekindergarten children in either before- or after-school sessions and a higher percentage of minority children.
- Have nonprofit status and be sponsored by the public schools.
- Enroll a higher percentage of children with parents on public assistance and with free/reduced-price school meals.
- Rely on government funds (and less on parent fees) for operating revenue, to adjust parent fees based on income, and to enroll a smaller percentage of children whose parents pay full fees.
- Stress purposes related to the quality of life and future success of enrolled children, including the provision of cultural enrichment opportunities, remedial help, and prevention of problems.
- Offer homework help and tutoring at least weekly, and offer different activities for older children.
- Require parent involvement and have parents on an advisory board.

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[1] Directors reporting their program primarily serves children from lower-income families also reported enrolling a higher percentage of children from families with incomes below $15,000 (55.5 percent of their enrolled children) versus those reporting their program do not primarily serve children from lower income families (10.1 percent). The difference between these two mean percentages is statistically significant at $p<.0001$.

In this chapter we highlight the differences in the characteristics of programs primarily serving lower-income families and programs that do not, and discuss the barriers that before- and after-school programs face in serving poor children. Selected characteristics of these programs are summarized in Table V-1 at the end of the chapter.

Enrollment Characteristics

Programs primarily serving children from lower-income families ("lower-income programs") enroll smaller proportions of prekindergarten children in either a before-school session or after-school session (16 percent and 10 percent, respectively) than do programs that do not primarily serve children from lower-income families ("higher-income programs") (29 percent and 16 percent, respectively).[2] While the proportion of children enrolled after school in kindergarten through grade 3 is similar across after-school programs, lower-income programs enroll larger proportions of K-3 children in before-school sessions (73 percent versus 60 percent).

As can be expected, lower-income programs enroll a higher percentage of children with parents on public assistance than higher-income programs (26 percent versus 4 percent, respectively). Similarly, there is a higher percentage of children who receive free or reduced-price school meals in lower-income programs than in higher-income programs (37 percent versus 8 percent, respectively). Directors of lower-income programs also report that a greater proportion of the enrolled children are minorities (African-American, Hispanic, American Indian or Alaskan Native, and other racial/ethnic backgrounds) than do directors of higher-income programs (49 percent versus 22 percent, respectively).

Legal Status and Sponsorship

Lower-income programs are less likely to have for-profit status (28 percent) than are higher-income programs (38 percent). The three most common sponsors of programs, regardless of the income status of enrolled children, include the public schools, nonprofit private organizations, and for-profit corporations.

Less than 10 percent of either lower- or higher-income programs have co-sponsoring partners (7 percent of each). A higher proportion of lower-income programs report that they receive donations (33 percent versus 24 percent). The proportions of lower-income and higher-income programs coordinating services for children are similar (not tabled).

Operating Schedules

Lower-income programs differ from higher-income programs to the extent that they offer both before- and after-school sessions (66 percent versus 76 percent). The operating schedules of lower-income and higher-income programs are generally similar in terms of the availability of full-day summer services, extended hours after 6 p.m., and the availability of services on snow days or when the regular school program is closed. Lower-income and higher-income programs are also similar in terms of the availability of a modified schedule for kindergarten children.

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[2] In a similar vein, lower-income programs are less likely to offer prekindergarten care in both before-school and after-school sessions (23 percent and 16 percent, respectively) as compared to higher-income programs (36 and 29 percent, respectively).

Finances

The sources of income and budget expenditures of higher- and lower-income programs vary substantially. Parent fees represent almost all of the budget revenue (93 percent) of higher-income programs as opposed to less than two-thirds of the revenue (63 percent) of lower-income programs. About 61 percent of the lower-income programs and 22 percent of the higher-income programs receive at least some government funds. Only about 26 percent of the operating budgets of lower-income programs and 3 percent of the budgets of higher-income programs are met with government funds. Of those programs with government funding (not tabled), lower-income programs are more likely to receive funds from the Child Care Food Program (59 percent versus 37 percent of the higher-income programs). Chapter 1 funds comprise a small percentage of the revenues of those programs receiving government funds; only 4 percent of the lower-income programs and 3 percent of the higher-income programs with government funding receive Chapter 1 funds.

Lower-income programs allocate a proportion of their budgets to staff salaries and benefits similar to that of higher-income programs, and also spend proportionately the same on rent and utilities.

Parent Fees

Lower-income programs have a smaller average percentage of parents who pay full fees (74 percent versus 90 percent) and are more likely to adjust parent fees based on family income (53 percent versus 25 percent). Consistent with these differences, lower-income programs are more likely to have a sliding-fee scale (38 percent versus 16 percent of the higher-income programs) and to receive funds from a government agency toward the care of some children (56 percent versus 27 percent). The availability of scholarships/tuition grants, however, does not differ by the income status of the children served.

For parents who pay fees, however, the general pattern is similar across lower- and higher-income programs: The average hourly fees for before- and after-school sessions quoted separately are higher than fees charged on a combined basis. Lower-income and higher-income programs have similar average fees with one exception: after-school fees charged separately ($1.69 per hour for lower-income programs versus $2.05 per hour in higher-income programs).

Licensure, Accreditation, and Evaluation

The proportion of programs that are licensed, accredited, and evaluated or reviewed on at least an annual basis is quite comparable among lower- and higher-income programs. While less than a quarter of the programs are accredited, more than 80 percent of programs are licensed or approved. More than four-fifths of the programs are formally evaluated or reviewed, although the extent of this review was not defined.

Program Purposes Activities

The purposes of lower- and higher-income programs are quite similar in terms of the degree to which they stress adult supervision and safety, recreation, the improvement of the academic skills of all participating children, and the provision of a home-like environment. Lower-income programs are more likely to stress purposes related to the quality of life and future success of children: the provision of cultural/enrichment opportunities (91 percent versus 83 percent of the higher-income programs), the provision of remedial help to children having difficulty in school (54 percent versus 41 percent), and the prevention of problems such as drug or alcohol abuse, smoking, or other risk-taking behaviors (78 percent versus 67 percent). When asked to indicate the most important purpose of the program, directors of lower-income programs are less likely to mention the provision of a home-like environment (8 percent versus 14 percent for higher-income programs).

Consistent with their emphasis on the future success of children, lower-income programs are more likely than higher-income programs to offer homework as an activity at least weekly (89 percent versus 79 percent), and tutoring (49 percent versus 36 percent). At the same time, lower-income programs are less likely to offer block-building at least weekly (83 percent versus 91 percent of the higher-income programs), an activity that is developmentally appropriate for the large proportions of younger children enrolled in these programs. Further, the relatively greater emphasis that lower-income programs put on cultural/enrichment opportunities and prevention as program purposes does not necessarily translate into an increased availability of related activities. Lower-income programs do not offer activities related to the arts, field trips, or counseling to any greater degree than higher-income programs do. Less than 40 percent of the programs, regardless of the income status of enrolled children, offer team sports at least weekly.

The proportions of lower- and higher-income programs reporting that children are involved in planning activities are similar. Lower-income programs are more likely than are higher-income programs, however, to report the involvement of children in planning on an informal basis (34 percent versus 21 percent). Programs are similar in some of the approaches used to involve children: verbal suggestions from children is the most frequently used approach with only a very small percentage of programs reporting the use of written questionnaires.

Lower- and higher-income programs vary in their grouping of children for activities. Lower-income programs are less likely than are higher-income programs to report that children are organized in only one group (6 percent versus 19 percent). Age of the child is more likely to be used as a grouping criterion by lower-income than higher-income programs. Programs also differ in the special provisions made for older children (fourth grade or above): lower-income programs are more likely to offer children different activities (74 percent versus 58 percent of the higher-income programs) while higher-income programs more often offer a separate space (16 percent versus 7 percent).

Facilities and Space

Programs also vary in the types of facilities and physical space used. Understandably, the largest proportion of lower-income programs are located in the public schools (33 percent), since the largest proportion of these programs is sponsored by the public schools; higher-income programs are more likely to be located in child-care centers (38 percent). Lower-income programs are less likely than higher-income programs to use classrooms as their primary space (39 percent versus 48 percent). While less than a quarter of the programs use a cafeteria or lunchroom as a primary space (17 percent of the lower-income and 13 percent of the higher-income programs), lower-income programs are more likely to have access to one on at least a weekly basis (15 percent versus 7 percent). A higher proportion of lower-income programs compared to higher-income programs have no access to a playground or park (34 percent versus 22 percent).

Lower-income programs are more likely than higher-income programs to have a dedicated program space (52 percent versus 42 percent), although the proportions of programs reporting problems with their space are similar (18 percent of the lower-income and 16 percent of the higher-income). In addition, the types of problems cited by programs are similar when comparing lower-income and higher-income programs.

Staffing

This section discusses characteristics of staff across programs that mostly serve children from lower-income families and those that do not. As mentioned in other sections of the report, staffing is discussed by levels, including the program director, the most senior staff member, and all other staff.

Number of staff. Lower- and higher-income programs do not differ in terms of the number of different types of staff (between one and two different job titles) they employ (in addition to the director) to work directly with children.

In approximately 70 percent of the programs that could be differentiated as primarily serving children from lower-income families, the director works directly with children. The figure is comparable in higher-income programs. In programs meeting just after school and both before and after school, directors work almost the same number of hours per week (between 20 and 21 hours per week in after-school programs and 27 to 29 hours per week in before- and after-school programs).

The number of senior level staff is roughly equivalent across programs by income (between two and three). Senior level staff work, on average, more hours per week in lower-income programs (25.5 hours per week) than in higher-income programs (23.5 hours per week).

Although lower- and higher-income programs have similar average enrollments, lower-income programs tend to employ a higher number of other staff than do higher-income programs (2.5 and 1.6 staff members, respectively). Programs primarily serving lower-income children also report these other staff members, on average, working more hours per week (21.7 versus 18.3 hours per week).

Wages. Salaries for program directors are comparable across lower-income and higher-income programs whether directors reported their salary on an annual basis, on a monthly/weekly/daily basis (converted to hourly basis), or on an hourly scale. Similarly, for most senior level and other staff, where all salary figures are converted to an hourly basis, salaries are comparable across lower-income and higher-income programs (see Table V-1 for actual figures).

Characteristics of staff. In terms of gender, both types of programs predominantly employ women. On the other hand, programs primarily serving children from lower-income families have a significantly higher proportion of minorities on their staff. Across lower-income programs, 43 percent of the staff are minorities as opposed to 21 percent of the staff in higher-income programs. These percentages of minority staff members employed reflect the racial composition of children enrolled in each type of program.

In terms of education, there is no significant variation in the proportion of staff members holding at least a bachelor's degree across low- and higher-income programs. For the director's position, approximately two-thirds report at least a bachelor's degree. Similarly, lower-income programs are equally as likely as higher income programs to report that their most senior level staff have at least a bachelor's degree (34 percent and 42 percent). Programs also report roughly the same proportion of their other staff members who are the most educated as holding at least a bachelor's degree (17 percent and 23 percent).

There is a good deal of similarity between lower- and higher-income programs in terms of the training and benefits they offer to their staff members. In approximately three-quarters of these programs, head teachers and group leaders are paid for planning their daily activities. There is also little variation in terms of fringe benefits offered to staff. Finally, there is little difference in terms of participation of staff in school-age child-related inservice training. Ninety-three percent of lower-income and 89 percent of higher-income programs report that at least one of their staff members, including the director, participated in some form of staff training. Among these programs, a higher proportion of lower-income programs (58 percent) report a local or community college as a source of training compared to higher-income programs (45 percent), while higher-income programs are relatively more likely to rely on a private association or organization (29 percent versus 14 percent of lower-income programs).

Turnover. The percentage of programs experiencing any staff turnover in the last year varies little by the family income status of enrolled children. There is variation, however, in the average percentage of staff who left a program, among programs experiencing turnover. Of those programs, two-thirds of the staff members in higher-income programs left during this period as compared with a little under half of the staff members in lower-income programs.

Overall Enrollment and Child-to-Staff Ratios

Programs differ little in their average size. The average before-school session enrolls 22 children. Both types of programs enroll an average of 34 to 35 children in after-school sessions. The average ratio of child-to-staff hours is also similar across lower-income and higher-income programs.

Parent Involvement

Lower-income programs are more likely to require parent involvement than are higher-income programs (16 percent versus 8 percent, respectively), and are also more likely to have parents serve on an advisory council or board (43 percent versus 32 percent). Lower- and higher-income programs are equally likely to involve parents in program planning and evaluation. Lower-income programs that involve parents in other ways are more likely to report that they get involved in raising funds (33 percent versus 23 percent) and attending parent meetings (34 percent versus 24 percent). Few programs, regardless of the income status of enrolled children, involve parents in choosing activities or through providing workshops.

Issues Related to Serving Children From Lower-Income Families

Findings from the site visits for programs serving lower and higher proportions of children from lower-income families illustrate key characteristics associated with programs enrolling concentrations of poor children. These characteristics include:

- ***Location*** -- they are located in lower-income or mixed low- and middle-income neighborhoods and have enrollment policies that explicitly target the enrollment of children from lower-income families. Thus, the mission of the program includes serving children from lower-income families residing in the surrounding neighborhood.

- ***Purpose*** -- their primary purpose includes the supervision of children as well as the prevention of problems such as drug or alcohol abuse, smoking, or other risk-taking behaviors. Mentioned repeatedly is the role of the program in bolstering the self-esteem of children; in those programs serving limited English speaking children from lower-income families, staff members place an emphasis on developing fluency in the English language and on encouraging children to be proud of their heritage.

- ***Financial*** -- they rely much less on fees paid by parents for operating revenues (less than 10 percent of their operating budgets were derived from parent fees) in favor of revenue from other sources, including government funds, funds from the United Way, and local fund raising efforts.

- ***Recruitment*** -- the programs are well established in the local neighborhood; parents are aware of the services available and recruitment is handled "word of mouth" among families. More often than not, these programs are operating at capacity and have waiting lists.

In contrast, in site visit programs serving few children from lower-income families, or a mix of family income levels, we identified six barriers to the enrollment of children from lower-income families:

- ***Location*** -- programs tend to serve children from the surrounding neighborhood; thus, programs located in middle-class neighborhoods tend to enroll predominately middle-class children. Even if scholarships are available, they are used by very few families.

- ***Primary purpose*** -- the mission or purpose of the program may be narrowly defined as supervision of children whose parents are working and who can afford to pay for care; programs able to recruit sufficient numbers of children of working parents who can afford the fees may put little effort into fund raising to establish scholarships, into dealing with the paperwork associated with obtaining government assistance, or into outreach to lower-income families to encourage the use of scholarships or tuition waivers even if they are available.

- ***Financial*** -- a reliance on parent fees as the primary source of revenue may limit the availability of fee waivers or scholarships to lower-income families unless government subsidies are available; programs enrolling very few children from lower-income families may offer waivers or scholarships, but do so on a very limited basis.

- *Limited sources of financial assistance* -- government funds available to subsidize fees may be targeted to particular types of families (e.g., child protection cases) or be inadequate to meet the demand for care in areas of high poverty. For example, three inner-city school-based programs in one site are larger than many of the school districts in the state.

- *Lack of transportation* -- there may be inadequate provisions for transportation, particularly when the program is not located near public transportation. While bus transportation may be available for children to attend the regular school program, parents must arrange to drop off and pick up their children at before- and after-school programs. Transportation is a barrier especially in school districts operating under a desegregation plan where children are being bused to a school out of their neighborhood; without any provisions for early and late buses, these children are not able to participate in a school-based before- or after-school program.

- *Attitudes of parents* -- parents may be wary of free or subsidized services, particularly if they are asked about their employment status; some parents may be working "under the table" and not reporting their income to the IRS. Other parents may be unwilling to bear the stigma of requesting a tuition waiver.

TABLE V-1

SELECTED CHARACTERISTICS OF BEFORE- AND AFTER-SCHOOL PROGRAMS BY INCOME STATUS OF ENROLLED CHILDREN

		Primarily Serve Children From Lower-Income Families	
		Yes (s.e.)[4]	No (s.e.)
Percentages of Children in PreK in Relation to Total Enrollment (Before School/After School)		16%/10%	29%/16%
Percentages of Children in Grades K-3 in Relation to Total Enrollment (Before School/After School)		73%/71%	60%/67%
Percentage of Children Who Are:			
	White, Non-Hispanic	51%	78%
	Minorities	49	22
Percentage of Children with Parents on Public Assistance		26%	4%
Percentage of Children with Free/Reduced School Meals		37%	8%
Legal Status:			
	Public	32%	18%
	Private Nonprofit	40	44
	For-Profit	28	38
Proportion Sponsored By:			
	Public Schools	25%	13%
	Nonprofit Private Schools[5]	9	10
	State, County, Local Governments	6	4
	Church/Religious Groups	2	7
	Nonprofit Private Organizations	20	18
	Nonprofit Private Social Service/Youth Agencies	7	7
	Other Nonprofits	2	3
	For-Profit Private Corporations	25	32
	For-Profit Private Schools	2	3
	Other For-Profits	0	3
Percentage of Programs with Co-Sponsoring Partners		7%	7%
Percentage of Programs Receiving Donations		33%	24%
Proportion of Programs Operating:			
	Only After School	34%	24%
	Before and After	66	76
	Full-Day Summer Services	85	81
	Snow Days/School Closings	64	69
	Extended Hours (After 6 p.m.)	13	10
Kindergarten Schedules			
	Percentage Offering Same Schedule as Older Children (Before School/After School)	90%/83%	88%/77%
Percentage of Programs Receiving Government Funds		61%	22%

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[4] Standard error is given for counts and dollar amounts only; for estimating differences between percentages, see Table B-8 in Appendix B.

[5] Includes Religious or Nonreligious Private Schools.

TABLE V-1 (continued)

		Primarily Serve Children From Lower-Income Families			
		Yes (s.e.)[4]		No (s.e.)	
Average Proportion of Budget Met With:					
	Parent Fees	63%		93%	
	Government Funds	26		3	
	Private Funds	7		1	
Average Proportion of Budget Spent on:					
	Salaries and Benefits	63%		58%	
	Rent and Utilities	9		12	
Average Before-School Fees:					
	All Ages	$3.08	(.23)	$2.64	(.11)
	Kindergartners (If different)	$3.66	(.39)	$4.32	(.43)
Average After-School Fees:					
	All Ages	$1.69	(.07)	$2.05	(.05)
	Kindergartners (If different)	$2.33	(.20)	$2.72	(.17)
Average Combined Before- and After-School:					
	All Ages	$1.61	(.07)	$1.76	(.05)
	Kindergartners (If different)	$1.76	(.13)	$1.79	(.12)
Percentage of Parents Paying Full Fees		74%		90%	
Percentage of Programs:					
	With a Sliding-Fee Scale	38%		16%	
	Offering Scholarships/Tuition Grants	27		23	
	Government Agency Pays for Care of Some Children	56		27	
Percentages of Programs Adjusting Fees Based On:					
	Family Income	53%		25%	
	Whether or Not Special Services Provided	54		61	
Percentages of Programs That Are:					
	Licensed or Regulated	81%		87%	
	Formerly Reviewed or Evaluated	86		81	
	Accredited	24		23	
Purposes of Program:					
	Provide Cultural/Enrichment Opportunities	91%		83%	
	Provide Home-Like Environment	86		91	
	Prevention of Problems	78		67	
	Improve Academic Skills of All Children	75		67	
	Provide Remedial Help to Children Having Difficulties in School	54		41	

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[4] Standard error is given for counts and dollar amounts only; for estimating differences between percentages, see Table B-8 in Appendix B.

TABLE V-1 (continued)

	Primarily Serve Children From Lower-Income Families	
	Yes (s.e.)[4]	No (s.e.)
Most Important Purpose of Program:		
Supervision	77%	74%
Provide Home-Like Environment	8	14
Enrichment	5	5
Academic	6	3
Prevention	2	2
Recreation	1	2
Remediation	1	0
Selected Activities Offered At Least Weekly:		
Homework	89%	79%
Block Building	83	91
Science	55	48
Tutoring	49	36
Team Sports	39	34
Involvement of Children in Planning:		
Children Are Involved	83%	87%
Verbal Suggestions	40	46
Group Meetings	28	31
Informal Involvement	34	21
Written Questionnaires	6	3
Suggestion Box	5	4
Proportion of Programs Grouping Children by:		
Only One Group	6%	19%
Let Children Choose Own Group	7	12
Age	70	57
Interests	33	26
Special Provisions For Older Children:		
Different Activities	74%	58%
Helping With Younger Children	25	27
Separate Space	7	16
Percentage of Programs Located In:		
Public Schools	33%	25%
Child-care Centers	28	38
Other Facilities	39	37
Primary Space Used For Program:		
Classroom	39%	48%
Cafeteria/Lunchroom	17	13
Additional Space Used:		
Playground/Park	70%	76%
Cafeteria	15	7

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[4] Standard error is given for counts and dollar amounts only; for estimating differences between percentages, see Table B-8 in Appendix B.

TABLE V-1 (continued)

	Primarily Serve Children From Lower-Income Families			
	Yes (s.e.)[4]		No (s.e.)	
Proportion of Programs In Which Space Is:				
Dedicated	52%		42%	
Shared	44		52	
Shared/Dedicated	5		6	
Percentage of Programs With Space Problems	18%		16%	
Types of Space Problems:				
Having To Share Space	24%		33%	
No Room To Expand	22		16	
Need to Rearrange Daily	2		6	
Inappropriate	5		1	
Percentage of Directors Who Work With Children	70%		72%	
Average Number of Staff Employed (Other Than Director):				
Senior Level	2.3	(0.2)	2.2	(0.1)
Other Staff	2.5	(0.3)	1.6	(0.1)
Hours Per Week Worked:				
Director	26.1	(0.9)	25.7	(0.7)
Senior Level	25.5	(0.8)	23.5	(0.6)
Other Staff	21.7	(0.8)	18.3	(0.6)
Wages of Director Reported By:				
Year/School Year	$20,016/yr.	(916)	$18,654/yr.	(666)
Month/Week/Day	$13.95/hr.	(2.06)	$12.26/hr.	(1.26)
Hour	$7.73/hr.	(0.45)	$7.23/hr.	(0.23)
Hourly Wages Of:				
Senior Level (Other Than Director)	$7.22/hr.	(0.34)	$6.52/hr.	(0.23)
Other Staff	$6.03/hr.	(0.35)	$5.68/hr.	(0.26)
Percentage of Programs:				
Using Junior High/High School Students as Staff	10%		16%	
Paying Staff for Activity Planning	76		76	
Not Offering Fringe Benefits	25		29	
With Inservice Training Available	93		89	
Percentage of Staff Who Are:				
Women	89%		89%	
Non-Minorities	57		79	
Percentage of Programs In Which Highest Education Level Is At Least A Bachelors Degree:				
Director	68%		60%	
Senior Level (Other Than Director)	42		34	
Other Staff	17		23	

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[4] Standard error is given for counts and dollar amounts only; for estimating differences between percentages, see Table B-8 in Appendix B.

TABLE V-1 (continued)

	Primarily Serve Children From Lower-Income Families			
	Yes (s.e.)[4]		No (s.e.)	
Percentage of Programs That Experienced Staff Turnover	55%		58%	
Of Programs Experiencing Turnover, Percentage of Staff Leaving	49%		67%	
Average Prek-8+ Enrollment:				
Before-School Sessions	22.0	(1.7)	22.4	(1.4)
After-School Sessions	34.4	(2.0)	35.1	(1.6)
Percentage of Programs In Which Parent Involvement is Required	16%		8%	
Parents Participate In/On:				
Planning/Evaluation of Program	65%		60%	
Advisory Council/Board	43		32	
Other Ways	43		39	
Of Parents Involved in Other Ways, Percentage Involved In:				
Serving As Volunteers	56%		62%	
Raising Funds	33		23	
Attending Parent Meetings	34		24	
Choosing Activities	8		4	
Sample Size:	538		652	

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[4] Standard error is given for counts and dollar amounts only; for estimating differences between percentages, see Table B-8 in Appendix B.

CHAPTER VI: THE ROLE OF THE PUBLIC SCHOOLS IN BEFORE- AND AFTER-SCHOOL CARE

Introduction

In 1991, an estimated 601,400 children (K-8) were enrolled in 13,500 before- and after-school programs based in the public schools, representing only 35 percent of all children enrolled in this type of care and 28 percent of the programs overall. Before- and after-school programs physically located in the public schools are equally likely, however, to be sponsored by the public schools as by another organization in the community. In this chapter we use survey findings and site visit data to examine the different meanings of being "in the schools" in terms of the characteristics of enrolled children and the programs -- both those sponsored by the public schools (referred to as "public school-sponsored") and those sponsored by another organization in the community (referred to as "other"). Drawing from the site visit findings, we discuss the relationships between the regular school program and before- and after-school programs located in the public schools under these different sponsorship arrangements, the continuity of experience for the child, and the exchange of information about children.

Key findings regarding the role of public school-based programs (regardless of sponsor) include:

- Approximately three-quarters of the enrolled children are in grades K-3; 17 percent to 22 percent are in grades 4-7 depending on the type of session; only a small percentage (less than 5 percent) are in prekindergarten or grade 8 or higher.

- Onsite directors are more likely to characterize their program as operating in a partnership arrangement (17 percent) than the national average (7 percent); more than a third of the programs receive donations (38 percent to 45 percent, depending on sponsor).

- The collocation of services in the public schools does not necessarily translate into the coordination of services; only 57 percent to 60 percent (depending on the type of sponsor) coordinate services for participating children.

- More than half offer both before- and after-school sessions; the remaining programs offer only after-school sessions. Few operate after 6 p.m. or on weekends.

- Most of the parents of enrolled children pay full fees (83 percent of the parents in public-school sponsored and 77 percent of the parents in other-sponsored).

- While more than a third of school-based programs report the receipt of at least some government funding, almost 80 percent of budgets are met with parent fees; other private funds or funds from a board of education account for less than 10 percent of operating budgets.

- The primary space used in the public schools includes cafeterias and lunchrooms, classrooms, and gymnasiums, with three-fourths also having at least weekly access to a playground or park; almost no programs (2 percent or less) have access to the entire school building; 26 percent of public school-sponsored and 15 percent of school-based programs sponsored by other organizations never have access to a playground or park.

- Over half (58 percent) experienced staff turnover in the past year.

- Three-fourths report that parents participate in program planning or evaluation activities.

The main differences between school-based programs that are also sponsored by the public schools, compared with school-based programs that are sponsored by other organizations, are that public school-sponsored programs:

- Are larger, enrolling an average of 33 percent versus 19 children in before-school sessions and 50 percent versus 36 children in after-school sessions.

- Are less likely to offer care during the summer (53 percent versus 69 percent), school holidays (54 percent versus 67 percent), school vacations (56 percent versus 69 percent), or on teacher inservice days (70 percent versus 82 percent).

- Charge higher hourly fees, particularly fees quoted by session and for kindergartners attending under a modified schedule.

- Spend, on average, a higher percentage of their budgets on staff salaries and benefits (74 percent versus 61 percent) and pay higher wages, regardless of job role; but are less likely to offer fringe benefits or to pay for staff time spent in activity planning.

- Are more likely to be accredited (29 percent versus 16 percent), but less likely to be licensed or approved (68 percent versus 79 percent).
- Are less likely to offer movement and dance (61 percent versus 78 percent) at least weekly and more likely to offer dramatic play (61 percent versus 50 percent), tutoring (53 percent versus 38 percent), videos/movies (41 percent versus 29 percent), or computer games (39 percent versus 25 percent) at least weekly.
- Are more likely to make special provisions for older children (76 percent versus 59 percent).
- Have a higher child-to-staff ratio (averaging 14.2-to-1 versus 10.5-to-1).

Enrollment in Public School-Based Programs

Programs sponsored by the public schools enrolled an estimated 330,100 children in spring 1991 while public school-based programs sponsored by other organizations enrolled 271,300 children (Table VI-1).

The average public school-based program sponsored by a community-based organization tends to be smaller than one sponsored by the public schools (Figure VI-1). For example, 87 percent of the before-school sessions and 61 percent of the after-school sessions of school-based programs sponsored by other organizations enroll 30 or fewer children. In contrast, only 57 percent of public school sponsored before-school sessions and 47 percent of after-school sessions enroll 30 or fewer children.

Approximately three-quarters of the children enrolled in before-school or after-school sessions are in kindergarten through grade 3 and slightly more than one-fifth are in grades 4 through 7. The racial/ethnic mix of children, overall, is quite similar across types of sponsors. Approximately 68 percent of the children are white, non-Hispanic.

The Availability of Public School-Based Programs

Overall, the estimated 13,500 public school-based before- and after-school programs represent about one-fourth (27 percent) of the total number of available programs in the United States.[1] Before- and after-school programs located in the public schools are equally likely to be sponsored by the public schools or another

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[1] These programs include before- and after-school programs that meet at least four days per week for at least two hours per day, serving children ages 5-13.

TABLE VI-1

ENROLLMENT IN PUBLIC-SCHOOL BASED BEFORE- AND AFTER-SCHOOL PROGRAMS

	Public School-Sponsored		Sponsored By Other	
	Estimated Number	Percent	Estimated Number	Percent
Total Enrollment (K-8)[2]	330,126	100%	271,285	100%
Average Prek-8+ Enrollment (Before-School/After-School)	32/47	---	18/34	---
Number of Children Attending:[3]				
Before-School Sessions	126,178	---	62,918	---
After-School Sessions	311,482	---	232,089	---
Proportion of Before-School Enrollment In:				
Prekindergarten	4,978	4%	4,077	6%
K-3	96,911	77	47,756	76
4-7	24,241	19	10,833	17
8+	48	<1	252	<1
Proportion of After-School Enrollment In:				
Prekindergarten	6,807	2%	5,743	2%
K-3	235,560	76	178,402	77
4-7	68,918	22	47,627	21
8+	197	<1	317	<1
Average Percentage of Children Who Are:				
White, Non-Hispanic		67%		68%
Minorities		33		32
Sample Size:	403		326	

organization in the community (Table VI-2).[4] In 1991 there were an estimated 6,600 public school-based programs sponsored by the public schools; school-based programs sponsored by other organizations accounted for 6,900 programs. A majority of programs sponsored by the public schools (60 percent) include both before- and after-school sessions; 40 percent offer only after-school care. Programs sponsored by other organizations, however, are

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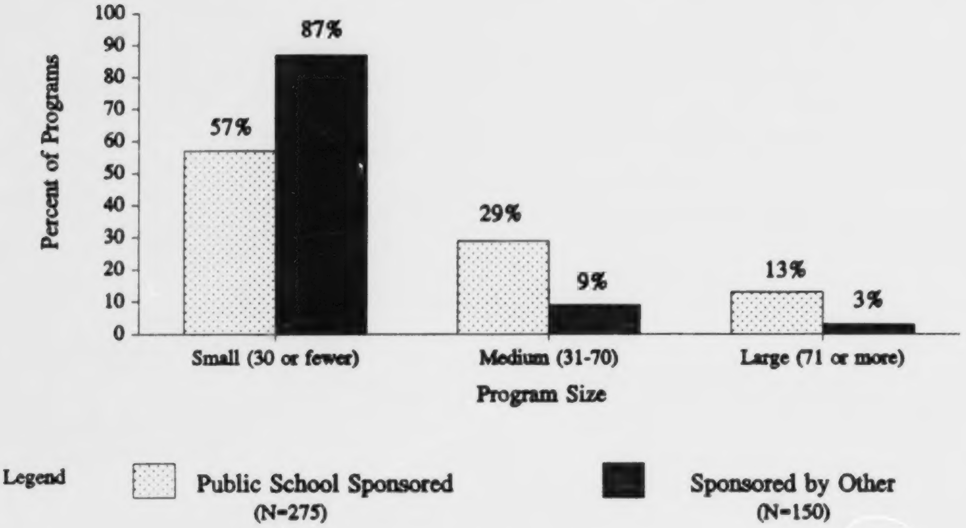
[2] Unduplicated counts of children enrolled in before- and/or after-school sessions.

[3] Duplicated counts; children attending both before-school and after-school sessions are counted twice.

[4] A very small number of programs sponsored by the public schools, but located in other types of facilities, are not included here.

FIGURE VI-1

SIZE OF PUBLIC SCHOOL-BASED BEFORE-SCHOOL SESSIONS



SIZE OF PUBLIC SCHOOL-BASED AFTER-SCHOOL SESSIONS

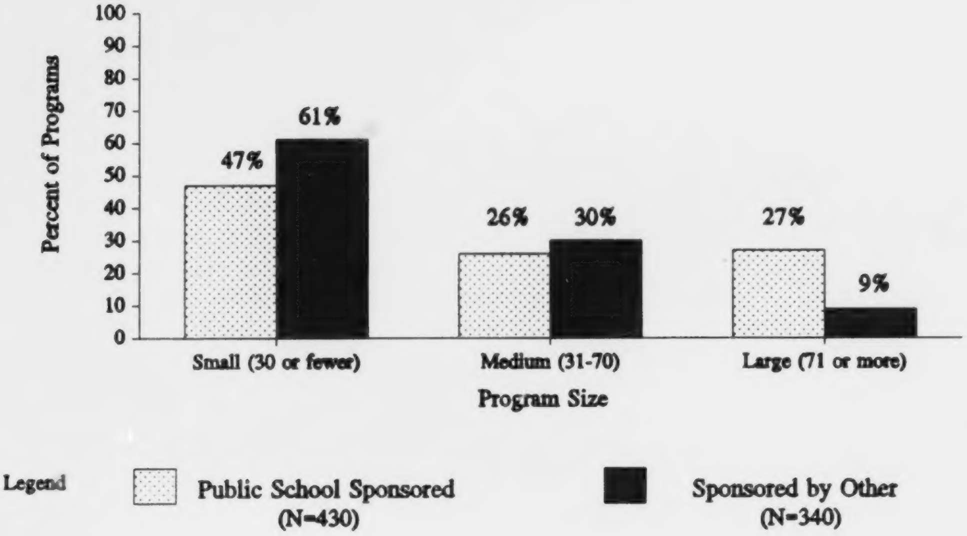


TABLE VI-2

AVAILABILITY OF PUBLIC SCHOOL-BASED BEFORE- AND AFTER-SCHOOL PROGRAMS

	Public School-Sponsored			Sponsored By Other		
	Estimated Number	s.e.[5]	Percent	Estimated Number	s.e.	Percent
Total Number of Programs	6,615	(898)	100%	6,896	(619)	100%
Operating Schedules						
Just Before	21	(0)	0%	63	(20)	1%
Just After	2,632	(394)	40	3,296	(375)	48
Before and After	3,962	(801)	60	3,537	(489)	51
Proportion of Programs Located In:						
Northeast			10%			21%
South			48			37
Midwest			19			16
West			24			26
Urban			43%			55%
Suburban			39			33
Rural			18			11
Proportion of Programs Primarily Serving Children From Low-Income Families			48%			36%
Sample Size:	405			324		

more evenly split between those offering before- and after-school sessions and those offering only after-school care. Less than one percent of the programs located in the schools are offered only as before-school sessions, regardless of the primary sponsor. Public school-sponsored programs are more likely to enroll children who are primarily from lower-income families than are school-based programs sponsored by other organizations (48 percent versus 36 percent). The geographic location of school-based programs sponsored by the public schools and by other organizations varies little by region of the United States or urbanicity with the following exception: school-based programs sponsored by the public schools are less likely to be located in the Northeast and in urban areas compared with programs sponsored by organizations other than the public schools.

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[5] Standard Error.

Selected Characteristics

In this section we discuss the key attributes of school-based programs drawing on data from the telephone survey and the site visit findings. Table VI-3 at the end of this chapter shows the extent to which school-based programs sponsored by the public schools and other organizations vary in terms of sponsorship and interagency cooperation, operating schedules, finances, fees paid by parents, regulation, program purposes and activities, types of physical space available for use by the program, child-to-staff ratios, and the role of parents.

General Organizational Characteristics

Sponsorship and interagency cooperation. Nonprofit private organizations and nonprofit private social-service/youth-serving agencies represent more than half of the outside organizations sponsoring before-and after-school programs based in the public schools (34 percent and 30 percent, respectively). The remaining types of outside sponsors of school-based programs include for-profit organizations (11 percent); state, county, or local governments (12 percent); nonprofit private schools (6 percent); and church or religious groups (2 percent).

Onsite directors of only a small percentage of the school-based programs sponsored by an outside organization characterize their relationship with the public schools as a partnership and less than half report the receipt of any in-kind donations that may involve the schools. Among all the school-based programs in the United States, only 17 percent are described as partnership arrangements in which other organizations play a key role in maintaining the program. Another major type of cooperation, the receipt of in-kind donations, is reported by 38 percent of the programs sponsored by the public schools and 45 percent of the school-based programs sponsored by an outside organization.

A program physically located in the public schools does not necessarily guarantee the coordination of services for children with the regular school program or other agencies in the community. Approximately 60 percent of the school-based programs report that this type of coordination occurs, regardless of whether the sponsor is the public schools or an outside organization.

The site visit findings suggest the variety of administrative arrangements and relationships with the regular school program among school-based programs. The contrast among programs is striking. Key areas in which these school-based programs vary include:

- *Administrative structure*. Administrative supervision of school-based programs may be assigned to different individuals: the building principal, a program manager or supervisor who is a school district employee (individual may or may not be employed in another capacity in the building), or a program manager who is not a school district employee. This program manager may, or may not, be supervised by the building principal.

- *Role of the school principal*. The involvement of principals ranges tremendously from providing the leadership necessary to integrate the before- and after-school program into the school culture to assuming the role of protecting school resources from being used by program staff and children.

- *Sharing of resources*. At one extreme, programs are afforded full access to building facilities and have a dedicated suite of offices adjacent to the main office of the school. At the other end of the continuum, the program is permitted the shared use of a multipurpose room and must not "interfere" with other school-sponsored activities such as intramural sports. Staff needing to make a telephone call must locate the janitor to unlock the door to the main office of the school.

- *Communication among staff*. The channels of communication between teachers and program staff vary as well as the type and amount of information exchanged. The most formal approach involves the participation of the head teacher from the program in monthly meetings of the joint child study team of the school. More common is the daily exchange of information between teachers and staff through informal verbal means (in person or via the telephone) or written notes. Where communication is strongest, the program manager has assumed the responsibility of seeking out teachers to exchange information about the particular needs of children or issues related to the sharing of space. When the program is officially under the auspices of a community-based organization, the principal has still assumed the role of keeping the program manager abreast of school happenings and providing unofficial guidance and support on a daily basis. At the other extreme, there may be little or no contact between the principal or teaching staff and the program staff, no communication regarding the expectations of the teacher regarding homework assigned to the children, and a general lack of understanding or respect for the role each group is playing in the lives of the children.

- ***Blending of activities***. School-based programs differ in the degree to which activities are coordinated. While some program staff and teachers make no attempt to coordinate homework activities or the provision of tutorial assistance, other programs are making these and other efforts. For example, program staff follow through with activities and projects related to curriculum topics being introduced by teachers, expectations for the behavior of children are jointly established, teachers are asked to indicate children needing specialized tutorial assistance that is available as a program activity.

Operating schedules. School-based programs sponsored by the public schools are less likely than are programs sponsored by other organizations to offer services when the regular school program is not in session. For example, approximately 70 percent of the public school-sponsored programs provide care on teacher inservice days versus 82 percent of the school-based programs sponsored by other organizations. A smaller percentage of school-based programs, regardless of sponsor, operate during the summer months, regular school vacations, school holidays, and on snow days or on other days that the public schools are closed. Few school-based programs offer care after 6 p.m. or on weekends.

Public school-based programs sponsored by the public schools are more likely to enroll kindergartners in before-school sessions (77 percent versus 58 percent of the programs sponsored by other organizations). In terms of accommodating the schedules of kindergarten children who may attend the regular school program half-days, school-based programs sponsored by the public schools are more likely to include a modified before- and after-school schedule for this age-group. Approximately 85 percent of the school-based programs sponsored by other organizations offer kindergartners the same before-school schedule as older children compared to 73 percent of the public school-sponsored programs. The availability of a modified after-school schedule for kindergartners differs little by sponsorship: 77 percent of the public school-sponsored programs and 79 percent of the other sponsors offer kindergartners the same schedule as older children. What is not known, however, is the proportion of school-based programs offering full-day kindergartens, thus reducing the need for a modified schedule for kindergartners.

In terms of the number of hours per day that school-based programs meet, before-school sessions average slightly under two hours (2.0 and 1.9 hours)[6] and after-school sessions run slightly over three hours (3.3 and 3.7 hours). School-based programs offering modified before-school kindergarten schedules meet, on average, more hours per day if they are sponsored by the public-schools (4.3 versus 1.8 hours for programs sponsored by other organizations); after-school programs modifying their schedule for kindergartners meet roughly the same number of hours across sponsor-type.

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[6] For characteristics that vary little by sponsorship arrangement, findings regarding public school-sponsored programs are presented first and programs sponsored by other organizations second throughout this chapter.

Financial resources. The sources of income for public school-based programs vary little by type of sponsor. While more than a third of school-based programs report receiving at least some government funds, these programs rely very heavily on parent fees as their major source of income (averaging 78 percent of program budgets) followed by government funding (13 percent and 11 percent). Other private funding sources or funds from a board of education account for less than 10 percent of the operating budgets of these before- and after-school programs. The public schools, however, do appear to be subsidizing the operating expenses of school-based programs through the provision of space: public school-sponsored programs allocate an average of 3 percent of their budget to rent and utilities; school-based programs sponsored by other organizations average 6 percent (the average for all programs is 11 percent). School-based programs sponsored by the public schools do spend a larger proportion of their budget on staff salaries and benefits than do programs sponsored by other organizations (74 percent versus 61 percent).

Parent fees and subsidies. Fees charged on a combined basis in school-based programs (for both the before- and after-school sessions) are generally lower than are the fees charged separately by type of session (from $1.66 and $1.56 per hour generally; $1.45 and $1.48 per hour for kindergartners attending under a modified schedule). Fees quoted separately by session are generally higher in school-based programs sponsored by the public schools, particularly the hourly fees charged for kindergartners attending under a modified schedule. For example, public school sponsored programs charge an average of $2.58 per hour for a before-school session and $5.08 per hour for kindergartners attending under a modified schedule; school-based programs sponsored by other organizations charge $2.12 and $3.32 per hour, respectively.

Directors report that more than three-quarters of the parents of enrolled children pay full fees (83 percent of the parents in public school-sponsored and 77 percent of parents in other-sponsored). Less than half of the school-based programs have a sliding-fee scale (46 percent and 43 percent) and about a third of the programs report that a government agency pays for the care of some participating children (33 percent and 32 percent). School-based programs sponsored by other organizations are more likely to offer scholarships and tuition grants (61 percent versus 34 percent of the public school-sponsored programs).

The reported adjustment of fees in school-based programs varies little across type of sponsor. The largest proportion of school-based programs (76 percent and 70 percent) adjust fees based on the number of children attending from the same family, followed by family income (53 percent and 61 percent), or whether special services are provided (52 percent and 66 percent). Programs are less likely to adjust fees based on the number of hours a child attends (38 percent and 31 percent), whether the parent or an agency is paying the fee (21 percent and 26 percent), or the age of the child (9 percent and 11 percent).

Licensing, accreditation, and evaluation. School-based programs are more likely to be formally reviewed or evaluated through internal procedures than to be licensed or accredited by an external agency or organization. Approximately 90 percent of the programs are formally evaluated or reviewed on at least an annual basis, although the scope of the review procedures were not specified. While programs sponsored by other organizations are more likely to be licensed or approved than are public school-sponsored programs (79 percent versus 68 percent), they are less likely to be accredited (16 percent versus 29 percent).

Programmatic Characteristics

Program purposes. When describing the purposes of their program, almost all directors of school-based programs cite the provision of adult supervision, a safe environment for children, and the provision of recreational activities (each cited by more than 98 percent); 89 percent and 83 percent cite the provision of a flexible, relaxed, home-like environment. Cited less frequently as purposes are the prevention of problems such as drug abuse, smoking, alcohol use, or other risk-taking behaviors (70 percent and 69 percent), the improvement of academic skills of all enrolled children (60 percent and 58 percent), and the provision of remedial help to children having difficulty in school (46 percent and 41 percent). Directors most frequently (82 percent and 80 percent) cite supervision as the most important purpose of their program followed by the provision of a home-like environment (cited by 9 percent of each). Each of the other major purposes listed above is cited as the most important purpose by less than 5 percent of the directors of school-based programs, regardless of sponsor.

Activities. Activities offered at least weekly by more than three-quarters of the programs include socializing; free-time; board or card games; reading; time for homework; unstructured physically active play; construction or building with hollow blocks, Legos, or sand; and creative arts and crafts such as painting, sewing, or carpentry. While movement, dance, or exercise activities are offered by over three-quarters of school-based programs sponsored by other organizations, public school-sponsored programs are less likely to offer this type of activity at least weekly (61 percent). Activities offered on at least a weekly basis by a smaller proportion of school-based programs (50 percent to 75 percent of the programs) include unstructured dramatic play or dress-up play; team sports; music-making, music appreciation or singing activities; and storytelling, role-playing, or theatrical activities. Activities offered at least weekly by a smaller proportion of the programs (fewer than half of the school-based programs, although public school-sponsored programs are generally more likely to offer them than programs sponsored by other organizations) include tutoring, creative writing, cooking, science, viewing videos or movies, sports (both organized team sports or individual skill-building sports such as swimming, track/field, gymnastics) and watching television. While field trips and formal guidance or psychological counseling or therapy are offered on at least a weekly basis by less than 15 percent of the programs, a larger percentage of programs report that these activities are never offered (24 percent and 33 percent never offer field trips; 57 percent and 65 percent do not offer counseling).

Involvement of children in planning activities. Most school-based programs report the involvement of children in planning activities (93 percent and 84 percent). Public school-sponsored programs are more likely to informally involve children in planning (methods not specified) (36 percent versus 20 percent of the programs sponsored by other organizations), while school-based programs sponsored by other organizations are more likely to use verbal suggestions of children (51 percent versus 38 percent). Used less frequently are group meetings (28 percent and 35 percent), suggestion boxes (4 percent, regardless of sponsor), or written questionnaires (used more often by public school-sponsored programs than programs sponsored by others -- 12 percent versus 2 percent).

Special provisions for children beyond grade 3. School-based programs enrolling children in grades 4 and higher most frequently make special provisions for these older children by offering different activities, although this approach is more likely to be used by public school-sponsored programs than in programs sponsored by other organizations (76 percent versus 59 percent). In contrast, programs sponsored by other organizations are more likely to use older children to help with younger children (37 percent versus 20 percent of the public school-sponsored programs). Alternatives rarely used (generally less than 10 percent of the programs) include the provision of a separate space, activities in the community, a club program, or work experience.

Grouping of children. With only 10 percent to 16 percent of the school-based programs reporting that children stay in one group for activities, it is apparent that programs may group children for activities using a variety of methods. Less than 10 percent of the programs allow children to choose their own groups. Age is the most frequent basis used to group children (used by 64 percent and 58 percent of the programs), followed by the interests of the children (used by 29 percent and 39 percent). Used less frequently as a basis for creating groups are the activities themselves (15 percent and 12 percent); the skill abilities/developmental levels of the children (7 percent and 11 percent); the type of activity or gender of the child (each used by less than 7 percent of the programs).

Use of space. The programs being described in this chapter are all located in the public schools, but this location does not necessarily mean having access to all the facilities. Almost none of these programs (only about 2 percent) have access to the entire school building most of the time or at least on a weekly basis. The majority of before- and after-school programs (60 percent of the public school-sponsored and 75 percent of the programs sponsored by other organizations) share the space used by children and staff; only 31 percent of the public school-sponsored and 22 percent of the other-sponsored before- and after-school programs have their own dedicated space in the public schools.

The primary types of spaces that school-based programs use most of the time (programs could indicate more than one type of space) include the cafeteria or lunchroom (used most of the time by 37 percent and 43 percent of the programs), classrooms (used by 37 percent and 33 percent most of the time), and/or a gym (used by 28 percent and 34 percent most of the time). While only about 17 percent of the programs use a playground or park most of the time, 67 percent of the public school-sponsored programs and 84 percent of the programs sponsored by other organizations report using one at least weekly. In addition, 26 percent of public school-sponsored programs and 15 percent of school-based programs sponsored by other organizations report that participating children are never afforded access to a playground or park. Although rarely described as spaces used most of the time, a small proportion of programs report using a library or art room at least once a week. Programs sponsored by the public schools have relatively more access to libraries on a weekly basis (29 percent versus 12 percent of the programs sponsored by other organizations) or art rooms (15 percent versus 2 percent of the programs sponsored by other organizations). Music rooms are used rarely by programs, even on a weekly basis (used by less than 6 percent).

Less than a quarter of the school-based programs reported a problem with their physical space (21 percent of the public school-sponsored and 24 percent of the programs sponsored by other organizations). Issues most frequently cited by the programs having problems include: having to share the space (cited by 46 percent of programs sponsored by other organizations versus 38 percent of the public school-sponsored); insufficient storage (cited by 31 percent and 18 percent); not having enough activity space (cited by 18 percent and 7 percent); and having no room to expand (cited by 10 percent and 15 percent).

Staffing. Levels of staff include the director of the program, the most senior level staff member, and other staff. Within public school-based programs, directors work directly with children in 67 percent of the public school sponsored programs and 58 percent of the programs sponsored by other organizations. In these programs, directors work a similar number of hours per week (25 in programs sponsored by public schools versus 24.1 in programs sponsored by other organizations).

Consistent with enrollment differences, the number of senior level staff members varies by sponsor (2.1 for public-school sponsored programs and 1.5 for programs sponsored by other organizations). The number of hours worked per week at this level is comparable (22.1 and 21.0 hours for public school and other sponsors, respectively).

In terms of staff members other than the most senior level, there tend to be more of these personnel on average within public-school administered programs (2.2) as opposed to in programs administered by other organizations (1.7). These staff members work similar hours across sponsoring organizations (16.2 hours per week in public school programs and 16.6 for other organizations).

The starting salary for the director's position is reported for three groups: those programs reporting salaries on a yearly scale, programs reporting salaries on a monthly/weekly/daily basis (converted to a per hour figure) and those programs which reported salaries on an hourly scale. The vast majority of public school-based programs either reported directors' salaries on a yearly or hourly basis. For those programs reporting salaries on a yearly basis, directors in public school-based programs sponsored by the public schools tend to earn more than their counterparts working in programs sponsored by other organizations ($25,413 versus $20,896 per year). (The figure for the public school-sponsored programs includes a number of directors earning a token salary of $1.00 per year). The difference in salary at the hourly level for the programs originally reporting salaries on a monthly/weekly/daily scale is less pronounced. For programs reporting salaries on an hourly basis, on the other hand, directors working in public school-based programs sponsored by the public schools earn an average of $8.85 per hour in contrast to $7.52 per hour if the program is sponsored by another organization.

For senior level and other staff members all salary figures have been converted to a per hour basis, adjusting for the number of hours worked per week in the program. Senior level staff members working in public school sponsored programs earn significantly more per hour ($7.82) than their senior level counterparts in programs sponsored by other organizations ($6.51 per hour). Similarly, staff members below the senior level position in programs sponsored by the public schools earn more per hour ($6.40) than other staff members in programs administered by other organizations ($5.90), although this difference is not statistically significant.

Across all public school-based programs, there is an average of about 1.7 to 1.8 different types of staff, excluding directors who work directly with children. Of these staff, the vast majority are women (86 percent and 82 percent) and non-minority (white non-Hispanic) (67 percent), with little difference between sponsoring organizations.

In terms of educational level of staff members, there is also little variation in terms of program sponsor. Educational level is measured by the percent of staff holding at least a bachelor's degree. Over two-thirds of program directors hold at least a bachelor's degree, irrespective of program sponsor (69 percent and 70 percent for public school and other sponsors, respectively). For senior level staff other than the director, these figures drop to 37 percent for public school-sponsored and 29 percent for other-sponsoring organizations. (This difference is not statistically significant). Less than one-fourth of other staff members hold at least a bachelor's degree (19 percent in programs sponsored by public schools and 24 percent in those programs administered by other organizations).

School-based programs tend to vary in terms of the benefits offered to staff. Head teachers or group leaders in school-based programs administered by other organizations are more likely to be paid for planning their daily activities (82 percent of the programs) as opposed to their counterparts in public-school sponsored programs (69 percent). Public school-based programs sponsored by other organizations are also more likely to offer fringe benefits (72 percent) than are programs administered by the public schools (54 percent).

A very large percentage of school-based programs report that at least one of the paid staff members (including the director) participated in some school-age child-related training in the past year (95 percent of public school-sponsored and 89 percent of programs administered by other organizations). Of these programs, the majority reported that training was provided by a local or community college (43 percent and 39 percent of programs sponsored by public schools and other organizations, respectively). Staff members in public school sponsored programs are more likely to receive training through a board of education (44 percent) than are staff members working in programs sponsored by other organizations (8 percent). In contrast, programs sponsored by other organizations are more likely to rely on training through a youth organization (40 percent); only 15 percent of public school sponsored programs relied on training from youth organizations.

Roughly three-fifths of the public school-based programs overall (58 percent of the public-school sponsored and 58 percent of other sponsors) experienced some staff turnover during the 12 month period prior to being surveyed. That is, at least one member of the paid staff left the program during this period. Of the school-based programs experiencing staff turnover, on average, 63 percent of the paid staff left the program during the past year, regardless of sponsor. These figures compare to an overall average turnover rate (including public school-based programs that did not experience turnover) of 37 percent for public school-administered programs and 36 percent of programs administered by other organizations.

Child-staff ratios. Of interest in public school-based programs is the difference in the child-to-staff ratios in public school-sponsored and programs sponsored by other organizations. Ratios were derived by dividing the total number of staff hours per week (number of paid staff working directly with children times hours worked) by the total number of child-hours (number of children enrolled in both before- and after-school sessions times the number of hours per week children attend). At 14.2-to-1, public school-sponsored programs have a significantly higher ratio than do programs sponsored by other organizations (10.5-to-1). In addition to having smaller child-to-staff ratios, programs sponsored by other organizations also tend to have smaller average enrollments of children in prekindergarten through grade 8 and above than do public school-sponsored programs (19 children in before-school sessions and 36 children in after-school sessions versus 33 and 50, respectively).

Parent involvement. At the program-level, only a small proportion of school-based programs require parent involvement (13 percent and 10 percent). A much larger proportion of programs report that parents participate in program planning or evaluation (76 percent and 81 percent). Less than half of the programs report that parents serve on an advisory council or board (47 percent and 47 percent) or that parents are involved in other ways (33 percent and 39 percent).

Among those parents involved in other ways, the largest proportion of programs report that parents serve as volunteers (67 percent and 46 percent of the programs involving parents in other ways). Parents are less likely to become involved in choosing activities (16 percent and 11 percent of programs involving parents in other ways) or attending workshops (4 percent and 5 percent of the programs involving parents in other ways). Less than 3 percent of the school-based programs involving parents in other ways indicate participation in maintaining the building, selection of staff members, review of budgets, or setting policies.[7]

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[7] This may under-represent the proportion of programs involving parents in these types of decisions because if a program director responded "no" to a question asking if parents are involved in major ways other than planning or serving on an advisory council/board, he/she was not asked about parent involvement in selecting staff, reviewing budgets, setting policy etc. It is possible that parents involved in planning or serving on advisory councils/boards might get involved with these types of decisions.

TABLE VI-3

SELECTED CHARACTERISTICS OF PUBLIC SCHOOL-BASED PROGRAMS

	Public School Sponsored (s.e.)[8]		Sponsored By Other (s.e.)	
Percentage of Programs Sponsored By:				
Public Schools	100%		--	
Nonprofit Religious and Nonreligious Private Schools			6%	
State, County, Local Governments			12	
Church/Religious Groups			2	
Nonprofit Private Organizations			34	
Nonprofit Private Social Service/Youth Agencies			30	
Other Nonprofits			3	
For-Profit Organizations			11	
Percentage of Programs With Co-Sponsoring Partners	17%		17%	
Percentage of Programs Receiving Donations	38%		45%	
Percentage of Programs Coordinating Services	60%		57%	
Percentage of Programs Operating:				
Just Before School	0%		1%	
Just After School	40		48	
Before and After	60		51	
Percentages of Programs Providing Care During:				
Teacher Inservice Days	70%		82%	
School Vacations	56		69	
School Holidays	54		67	
Full-Day During Summer	53		69	
Snow Days/School Closings	39		43	
Extended Hours (after 6 p.m.)	7		11	
Weekends	0		1	
Percentage of Programs Enrolling Kindergartners In:				
Before-School Sessions	77%		58%	
After-School Sessions	84		71	
Percentages of Programs Offering Kindergartners The Same Schedule as Older Children:				
Before-School Sessions	73%		85%	
After-School Sessions	77		79	
Average Number of Hours Per Day Program Meets:				
Before School	2.0 hrs.	(.13)	1.9 hrs.	(.18)
After School	3.3 hrs.	(.09)	3.7 hrs.	(.16)
Average Number of Hours Per Day K Sessions With Different Schedules Meet:				
Before School	4.3 hrs.	(.37)	1.8 hrs.	(.38)
After School	5.7 hrs.	(.30)	5.9 hrs.	(.62)

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[8] Standard Error.

TABLE VI-3 cont.

	Public School Sponsored (s.e.)		Sponsored By Other (s.e.)	
Percentage of Programs Receiving Government Funds	39%		38%	
Average Percentage of Budget Met With:				
Parent Fees	77%		79%	
Government Funds	13		11	
Private Funds	3		7	
Board of Education	3		1	
Other Sources	3		2	
Average Percentage of Budget Spent On:				
Salaries and Benefits	74%		61%	
Rent and Utilities	3		6	
Insurance	1		5	
Other Program Costs	21		28	
Percentage of Programs Charging Same Fees for All Children:				
Before School	70%		79%	
After School	76		75	
Average Before-School Fees:				
All Ages	$2.58	(.28)	$2.12	(.16)
Kindergartners (If different)	$5.08	(.53)	$3.32	(.87)
Average After-School Fees:				
All Ages	$1.94	(.17)	$1.70	(.09)
Kindergartners (If different)	$3.90	(.51)	$1.85	(.17)
Average Combined Before- and After-:				
All Ages	$1.66	(.14)	$1.56	(.10)
Kindergartners (If different)	$1.45	(.43)	$1.48	(.28)
Average Percentage of Parents Paying Full Fees	83%		77%	
Average Percentage of Programs:				
With a Sliding-Fee Scale	46%		43%	
Offering Scholarships/Tuition Grants	34		61	
Government Agency Pays For Care of Some Children	33		32	
Average Percentage of Programs That Adjust Fees Based On:				
Number of Children In Same Family	76%		70%	
Family Income	53		61	
Whether or Not Special Services Provided	52		66	
Number of Hours Child Attends	38		31	
Whether Parent/Agency Pays For Care	21		26	
Child's Age	9		11	
Percentage of Programs That Are:				
Accredited	29%		16%	
Regulated or Licensed	68		79	
Formally Reviewed or Evaluated	93		90	

TABLE VI-3 cont.

	Public School Sponsored (s.e.)	Sponsored By Other (s.e.)
Percentage of Programs Indicating Purposes As:		
Providing Adult Supervision/Safe Environment	100%	99%
Providing Recreational Activities	98	99
Providing A Flexible Relaxed Home-Like Environment	89	83
Prevention of Problems	70	69
Improving Academic Skills of All Children	60	58
Providing Remedial Help to Children Having Difficulty In School	46	41
Most Important Purpose:		
Supervision	82%	80%
Home-Like	9	9
Enrichment	3	3
Prevention	3	3
Academic	2	2
Recreation	0	3
Remediation	0	0
Activities Offered At Least Weekly:		
Socializing	100%	97%
Free Time	98	98
Board or Card Games	98	99
Reading	89	94
Homework	94	90
Unstructural Physical Play	94	94
Block Building	83	80
Creative Arts/Crafts	88	88
Movement/Dance/Exercise Activities	61	78
Dramatic Play	61	50
Team Sports	53	50
Storytelling/Theatrical	51	59
Music	51	51
Tutoring	53	38
Cooking	45	37
Science	43	36
Videos/Movies	41	29
Skill Building Sports	41	39
Creative Writing	41	33
Computer Games	39	25
Television Viewing	21	12
Field Trips	12	15
Counseling	7	8
Percentage of Programs Involving Children In Planning	93%	84%
Approaches Used To Involve Children In Planning:		
Verbal Suggestions	38%	51%
Informal Involvement	36	20
Group Meetings	28	35
Written Questionnaires	12	2
Suggestion Box	4	4
Other Approaches	5	6

TABLE VI-3 cont.

	Public School Sponsored (s.e.)		Sponsored By Other (s.e.)	
Special Provisions Made For Older Children In Grades 4 and Above:				
Different Activities	76%		59%	
Help With Younger Children	20		37	
Longer-Term Activities	13		2	
Separate Space	10		7	
Activities In The Community	4		0	
Own Club Program	2		7	
Work Experience	0		0	
Other Provisions	23		25	
Percentage of Programs In Which:				
Children Are In One Group	10%		16%	
Children Choose Own Groups	9		6	
Percentage of Programs Grouping Children By:				
Age	64%		58%	
Interests	29		39	
Activity	15		12	
Skill Ability/Development Levels	7		11	
Depends on Activity	4		4	
Gender	3		7	
Other	12		9	
Primary Spaces Used (Most of the Time):				
Entire Building	2%		0%	
Cafeteria/Lunchroom	37%		43%	
Classroom	37		33	
Gym	28		34	
Multipurpose Room	18		17	
Playground/Park	16		17	
Library	4		6	
Additional Physical Space Used At Least Weekly:				
Entire Building	2%		2%	
Playground/Park	67%		84%	
Gym	36		19	
Multipurpose Room	18		7	
Library	29		12	
Art Room	15		2	
Classroom	12		10	
Cafeteria/Lunchroom	12		13	
Music Room	5		3	
Other	17		16	
Percentage of Directors Who Work With Children	67%		58%	
Average Number of Staff Employed:				
Senior Level (Other Than Director)	2.1	(0.2)	1.5	(0.1)
Other Staff	2.2	(0.3)	1.7	(0.3)

TABLE VI-3 cont.

	Public School Sponsored (s.e.)		Sponsored By Other (s.e.)	
Wages of Directors Reported By:				
Year/School Year	$25,413/yr.	(1,945)	$20,896/yr.	(1,048)
Month/Week/Day	$ 9.98/hr.	(2.81)	$ 8.21/hr.	(4.12)
Hour	$ 8.85/hr.	(0.66)	$ 7.52/hr.	(0.35)
Hourly Wages Of:				
Senior Level Staff (Other Than Director)	$ 7.82/hr.	(0.43)	$ 6.51/hr.	(0.38)
Other Staff	$ 6.40/hr.	(0.39)	$ 5.90/hr.	(0.31)
Percentage of Programs:				
Paying Staff For Activity Planning	69%		82%	
Offering Fringe Benefits	54		72	
With Inservice Training Available	95		89	
Percentage of Staff Who Are:				
Female	86%		82%	
Non-Minorities	67		67	
Percentage of Programs In Which Highest Education Level Is At Least A Bachelors Degree:				
Director	69%		70%	
Senior Level (Other Than Director)	37		29	
Other Staff	19		24	
Percentage of Programs That Experienced Staff Turnover	58%		58%	
Ratio of Child-To-Staff Hours	14.2-1	(1.8)	10.5-1	(0.6)
Average (PreK-8+) Enrollment In:				
Before-School Sessions	33%	(4.1)	19	(2.3)
After-School Sessions	50	(3.9)	36	(3.3)
Parent Involvement Required	13%		10%	
Percentage of Programs In Which Parents:				
Participate In Program Planning/Evaluation	76%		81%	
Serve On Advisory Council/Board	47		47	
Are Involved In Other Ways	33		39	
Of Parents Involved In Other Ways, Percentage Involved In:				
Volunteering	67%		46%	
Attending Parent Meetings	21		29	
Raising Funds	25		35	
Choosing Activities	13		11	
Committees	16		10	
Attending Workshops	4		5	
Building Maintenance	1		4	
Visit	1		1	
Get Policy	1		0	
Newsletter	1		0	
Sample Size:	431		343	

CHAPTER VII: QUALITY IN BEFORE- AND AFTER-SCHOOL PROGRAMS

In 1987, a review of research on school-age child care concluded that "the key issue in forthcoming years will be determining the indicators of program quality" (Powell, 1987, p. 66). Indicative of the growing attention to the issue of quality programming, in 1988 the National Association for the Education of Young Children developed guidelines for school-age programs that distinguished higher- and lower-quality programs along a number of dimensions: the quality of interactions between staff and children; age-appropriate programming and activities; children's enjoyment of their activities; and regulatable features such as child-staff ratio, staff training, and available space.

In this part of the report, we set the stage for examining the issue of quality by reviewing four program areas associated with high-quality after-school care. Next we characterize the range of settings that were observed during our site visits to 12 programs with capsule illustrations that convey the overall quality of programs. We then highlight the quality indicators that contribute most to the strengths and weaknesses of the site visit programs. The chapter concludes with a discussion of the factors that appear to influence the quality of before- and after-school programs.

Assessing Program Quality

While the previous chapters have focused on descriptive analyses of the nation's before- and after-school programs based on results of the telephone interviews, these findings offer little insight into the quality of the programs and the factors that influence quality. As part of our visits to 12 programs, we systematically examined the quality of after-school programs using an observation tool -- Assessing School-Age Child Care Quality (ASQ) -- that was developed by the School-Age Child Care Project at Wellesley College and specially adapted for use in this study.[1] ASQ focuses on 14 criteria, organized under four major program areas:

Safety, Health, and Nutrition

- ***Safety and health***. The program takes all possible steps to protect the safety and health of the children.
- ***Nutrition***. Snacks and meals are nutritious.

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[1] See Appendix B for a detailed discussion of the site selection process and onsite data collection methods, including our use of the ASQ instrument. Descriptive profiles of each of the site visit programs are included in Appendix A.

Human Relationships

- *Staff - child interactions*. Staff are warm and respectful with children as they guide children to make friends and trust others.
- *Ratio and group sizes*. These are small enough so that staff can meet the needs of children.
- *Child - child interactions*. Children interact with each other in a positive way.
- *Staff - parent interactions*. Staff and parents work as a team by communicating frequently, setting goals, and solving problems.
- *Staff - staff interactions*. Staff support each other and work together as a team to meet the needs of children.

Space

- *Indoor space*. Space is cozy, adequate in size, clean, and well-organized.
- *Outdoor space*. Space is safe, adequate in size, and provides a choice of activities.
- *Materials, supplies, and equipment*. These are interesting to children of all ages.

Activities and Time

- *Scheduling*. The daily schedule is flexible and reflects the individual and developmental needs of children.
- *Choices*. Children of all ages are free to make choices about activities and friends.
- *Learning*. The program includes things to do that are fun, educational, and enriching.
- *Programming for all ages*. The program activities reflect the fact that children's needs, interests, and abilities change with age.

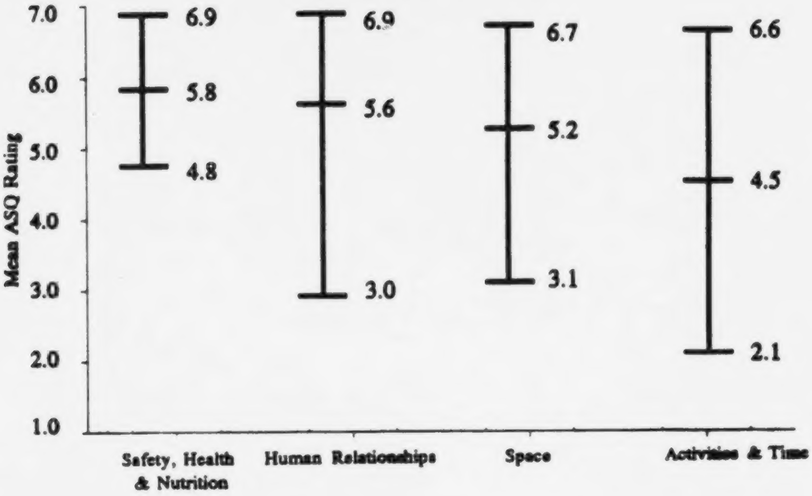
As part of each site visit, team members independently rated 186 elements related to these 14 quality criteria using a seven-point scale (1 = Not At All Like This Program, 7 = Very Much Like This Program), according to how closely the characteristic or activity described in the element was reflected in their own direct observations of the program. It is important to note that the ASQ instrument is exploratory in nature and it has not been formally validated in field tests, although has received extensive field use and appears to have more than adequate face validity. The systematic use of ASQ allows us to make relative comparisons of quality across the 12 visited programs in the above-specified four areas that represent a synthesis of current thought and practice related to high-quality after-school care.

Looking at the average total ASQ score across the 12 programs, we see findings that are similar to those found in prior studies using this instrument (see Marx & Seligson, 1991a; 1991b). The average score across all site visit programs is 5.3, with a range from 3.1 to 6.6. Nine of the 12 programs have summary scores above 4.0; five of these nine programs have scores above 6.0. Higher-scoring programs (6.0 and higher) are evident in each of the three communities that we visited; lower-scoring programs are concentrated in two of the three communities.

As Figure VII-1 indicates, programs are consistently strongest in the area of safety, health, and nutrition. Programs, on average, are also strong in human relationships and space, although we see much wider ranges in average ASQ scores in these two areas. Programs are weakest in activities and time, and we see the greatest variance in average quality ratings in this area.

FIGURE VII-1

MEANS AND RANGES OF QUALITY RATINGS IN FOUR PROGRAM AREAS



In order to better understand how each quality area affects overall program quality, we categorized the after-school environments of the visited programs into three groups: uniformly high-quality programs, higher-quality programs that compensate for some lower-quality areas, and uniformly lower-quality programs. The criterion of interest is the overall quality of the program as measured by the ASQ, onsite observations, interviews, and the telephone survey findings.

Group 1: Uniformly high-quality programs. These settings are model programs. While the sponsorship, size, and neighborhood settings of these programs vary, they all have succeeded in addressing each of the four quality areas. The following example from an inner-city neighborhood is typical of such a program:

- This after-school program enrolls 250 children in kindergarten through grade 8, although the greatest demand for care is through grade 5. Children who attend the program are primarily Hispanic and come from both public and private elementary schools. The program is so established in the neighborhood that recruitment has become word-of-mouth. The program emphasizes supervision and safety, improvement of academic skills, recreation, enrichment, and socialization within a flexible, family-like environment. Based in a small complex of former apartments that is separated from the street by a tall fence, the facilities include classrooms that are organized as activity centers and a large outdoor play area equipped with covered picnic tables and a basketball court. Children also have access to a grassy park area located across the street. A special tutoring room equipped with microcomputers offers older children individualized assistance in English and mathematics. Children are organized in seven groups by age, with groups varying in size and child-to-staff ratios.

  The atmosphere is informal; arriving children are warmly greeted by staff as they run through the gate to the playground area. During outdoor play, children mix across age groups; staff join in and help interested children organize group games. As snack time approaches, staff remind children to wash their hands; children assist in giving out cookies, fruit, and juice. Children move together through a core schedule in their assigned group but are offered choices within each activity and move easily from one activity to the next: outside play; a plan/do/review group meeting (younger children) or inside quiet games (older children); homework assistance and special workshops in mathematics, science, and language; and special activities offered on a weekly basis, including team and individual sports, whole group reading, cooking, musical movement, arts and crafts, and recreational play at the park. Special field trips on weekends and competitive sporting events are also offered.

  A full-time head teacher is responsible for program development and supervision of part-time teachers and teacher aides. Most of the staff are bilingual in English and Spanish; a few are monolingual Spanish. Staff are hired at three levels: those with four years of college, some with teaching certificates; at least two years of college; and those with a high school diploma. All staff have completed the 20 hours of training required by state licensing and participate in inservice training activities throughout the year. Recent training related to the High/Scope curriculum has helped staff to understand that young children can learn through play experiences. Although there is some annual turnover, a competent and strong core staff maintain a sense of what the program should be for children and their families.

Linkages to the community and area elementary schools are strong. Staff regularly communicate with other social service agencies about particular children/families and at the same time try to maximize resources by not duplicating community services. Report cards of enrolled children are reviewed and staff contact the school teachers of children to target particular tutorial assistance if a low grade is noted. Parents become involved with the program by lingering to talk informally with the staff about their children when they pick them up, on the phone, or through notes. Staff also offer special workshops for parents on topics such as health care, immigration, or other special interests.

Group 2: Higher-quality programs that compensate for some lower-quality areas. In this group of programs, we see that space limitations are overcome by strengths in other areas, particularly by the human relationships and creative activities fostered by staff members. Severe space limitations do, however, have an adverse impact on the full range of activities, equipment, and materials available to children.

- This before- and after-school program is sponsored by a local non-profit service organization in partnership with a public school and serves some 30 children. Nearly one-third of the students are enrolled in grades 4 to 6; 90 percent are African-American, and most come from families whose annual incomes are under $30,000/year. The program strives to provide a positive, nurturing, family-like environment and to afford a safe, supervised, but loosely structured setting in which children can have fun. The strengths of the program in the areas of human relationships and activities and time overcome the severe indoor space limitations. Housed in a one-room portable classroom bordering the school's playground, the program's small space is sparsely furnished and has no running water for either a sink, toilet, or drinking water. Equipment and materials are not plentiful, but everything is geared for being moved outside to the large well-appointed playground. Both the school's multipurpose room (gym plus stage) and kitchen are also available to the program on a scheduled basis.

Staffing consists of a teacher/site director, who holds an associate's degree in early childhood, and a recreation leader, who is a high school graduate and musician. Both are African-American; the recreation leader is male and an immigrant from Ghana. Both staff members are adept at modeling their own interests and thereby encouraging children's natural curiosity to explore a wide range of arts, crafts, and recreational pursuits. The child-initiated nature of activities, for example, is evident in children's demand for French lessons when they learned that the recreation leader speaks French; when they heard him playing the piano, they asked to be taught how to play; when they saw the teacher quilting, they asked to learn how to sew and quilt. Spontaneity and free choice are valued, and children are also free to "hang out" together or to spend the entire afternoon reading if they wish. Twice a week children are responsible for their own schedules; on one of these days they develop/create their own special talent and "present" before the entire group. Older children routinely assist with younger children, and grouping for activities is by interest rather than age. Homework and good school performance are important to the staff, and each child's progress is closely monitored by the project director.

The two staff members maintain close relationships not only with their students, but also with parents, classroom teachers, and the larger school community. Indeed, the strong linkage between school and program is reinforced by another unique strength of the program's curriculum -- the provision of African dance instruction twice weekly, with participation open to the entire K-6 school population. The recreation leader's choreography, which blends traditional and modern movement set to the beat of African drums, molds the students into a "troupe" that receives rave reviews from large audiences throughout the area.

Group 3: Uniformly lower-quality programs. The 12 visited programs include only a small number of truly lower-quality programs. Simply put, they are not pleasant places to be for children. While providing for the safety and supervision of children during parents' normal work hours, these programs exhibit weaknesses in all program areas. The following example is typical of such a program:

- Located in an elementary school, this program is restricted primarily to the use of cafeteria space with access to a playground. The space used on a daily basis by the program is severely limited and cannot be modified at all to accommodate different types of activities (although more could be done with the space to meet the children's needs, according to the site observers). Snacks prepared by the school cafeteria staff arrive in storage containers and are served near the end of each day. The school does not provide other resources to the program, and the program makes little use of community resources. There is no equipment for indoor active play, and there is minimal outdoor equipment. The child-to-staff ratio is 20-to-1. Staff have high school diplomas or GEDs and one staff member has some college. They have all completed the required number of hours of inservice training. Although staff in the program have minimal training for working with children, they have unrealistic expectations as to how long children can sit still after a full day of school. According to the site visitors, staff do not appear to know how to set the stage for "child-initiated" activities, though they are verbally enthusiastic about working with the children. There is little opportunity for children to choose activities, and staff attempt to lead the activities and maintain control through their interactions. Grouping for activities is by age and is fairly rigid. The major emphasis of the program is supervision.

The relations between program staff and the school community are strained. The program appears marginal in the school structure, and there is little involvement or communication by the principal or teachers with staff. The major area of continuity with the school day is homework assistance provided by the staff, although the teachers are not particularly pleased with how it is handled. Both teachers and the principal criticize the program for lacking a developmental focus.

Parents and children, however, appear fairly satisfied with the program. Children understand that they are in the program because no one is at home and the program provides a safe place; they also like the social aspects of the program. Parent satisfaction rests on the safety of the setting, the supervision provided, and the opportunity for their children to socialize. Both parents and children are least satisfied with the physical space and activities. Children want more outdoor play, parents more activity options. Parent involvement in this program is minimal, largely restricted to occasional contact when children are picked up or communications through notes and phone calls concerning discipline problems.

In the following section we highlight the elements related to safety, health, and nutrition; human relationships, space, and activities and time that contribute most to the strengths and weaknesses of the site visit programs.[2]

Safety, Health, and Nutrition

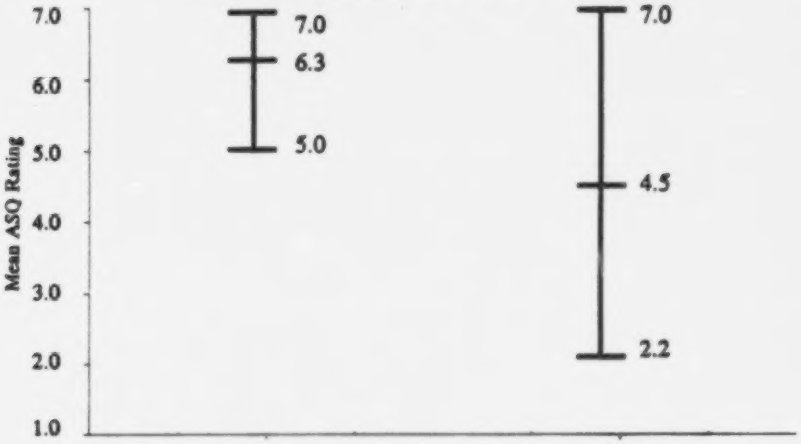
Visited programs, overall, appear much stronger in safety and health (6.3) as compared with nutrition (4.5) (refer to Figure VII-2).

Program elements related to safety, health, and nutrition that are the strongest across programs (averaging 6 to 7) include:

- supervision of children by staff;
- screening of program visitors;
- large indoor and outdoor equipment is bolted or nailed down and outdoor equipment is in good repair;
- basic first-aid equipment is available, medicines are in locked cabinets, and poisonous products are stored out of reach;
- children are in a smoke-free environment and there are no obvious safety hazards.

FIGURE VII-2

MEANS AND RANGES OF QUALITY RATINGS
IN THE AREA OF SAFETY, HEALTH, & NUTRITION



Aspects of safety, health, and nutrition in which programs are weakest include:

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[2] For ease in reporting, we have grouped individual higher- and lower-rated elements that are closely related.

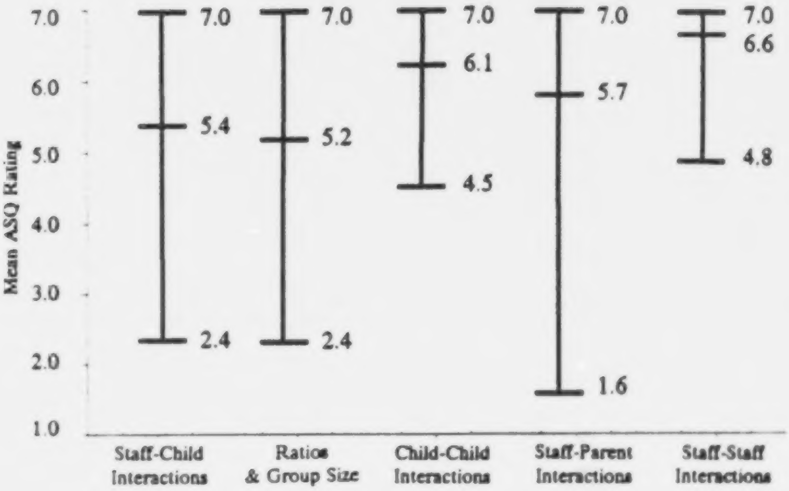
- children have opportunities to prepare their own food and to set up and clean up snacks and meals;
- provision of nutritious snacks and meals;
- children have opportunities to eat when they are hungry.

Human Relationships

Visited programs are strongest in their staff-staff interactions (6.6), followed by child-child interactions (6.1) and staff-parent interactions (5.7) (Figure VII-3). Programs are relatively weaker in staff-child interactions (5.4) and ratios and group size (5.2).

FIGURE VII-3

MEANS AND RANGES OF QUALITY RATINGS IN THE AREA OF HUMAN RELATIONSHIPS



Quality elements under each of these criteria point to areas in which these programs, on average, appear to be doing particularly well (averaging 6 or 7):

- staff support each other and work together as a team to meet the needs of the children;
- staff recognize one another's achievements and appear to enjoy being with each other;
- children are learning how to get along with others by cooperating and sharing, by learning to respect each other's feelings, and by working out problems they have with each other;
- staff encourage children to include others in their activities;

- staff members respect individual differences and do not single out a child or group of children based on any broad category such as race, ethnicity, gender, family income, or ability;
- there are enough staff members on hand to supervise children, including knowing where each child is and what they are doing at all times.

While none of the ratings of program elements in the area of human relationships, on average, fall below the scale midpoint, a number of them average between 4 and 5, illustrating areas primarily related to staff-child interactions that need the most improvement:

- staff members sharing their sense of humor with children;
- staff members offering ideas and resources to expand or enrich an activity and allow children to suggest and initiate activities;
- staff members permitting children to learn from their own mistakes, give children the chance to solve their own conflicts, and help when needed to clarify the issues and work on compromise and negotiation;
- staff members helping children to set their own rules, understand rules that others have set, and help children solve the problems that come up when rules are broken;
- staff members responding to broken rules in ways that are fair and make sense to children;
- children do not seem crowded and staff members can engage in activities and conversation both with small groups and with individual children.

Space

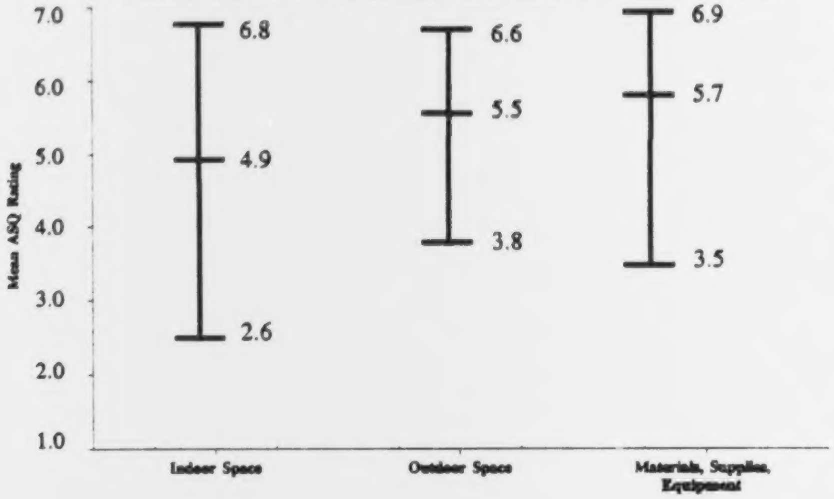
Programs are strongest, on average, in the area of materials, supplies, and equipment (5.7), followed by outdoor space (5.5). The weakest aspect of programs in this area is their indoor space (4.9) (Figure VII-4).

Elements receiving ratings between 6 and 7 on average include:

- the area is neat and well-organized with enough storage space to store on-going activities;
- furniture and fixtures (tables, chairs, toilets, sinks) are the right size for the children who use them;
- facilities, materials, supplies, and equipment are complete, clean, and in good repair; the lighting and ventilation are adequate, and the temperature of the space is comfortable;

FIGURE VII-4

MEANS AND RANGES OF QUALITY RATINGS IN THE AREA OF SPACE



- children are busy and not made to wait for materials, supplies, or equipment;
- materials related to small motor skills (Legos, markers, scissors, etc.) and social skills (games, group projects, etc.) are adequate and appropriate for use by younger children;
- all toys, materials, and equipment are available to both boys and girls;
- the space is protected from unwanted visitors, traffic, and other environmental hazards.

Lower-rated elements (averaging lower than 4.0), related primarily to indoor space, include:

- children are free to rearrange the space for their activities;
- the quiet areas and interest areas are inviting and home-like;
- indoor space separated for different types of activities including a quiet space for naps or rest, interest areas for cooking and eating, open and active play, dramatic events, and creative arts;
- children engaged at a high level in cleaning and decorating their program space.

The general lack of interest areas for cooking and eating in a majority of visited programs may help explain the lower ratings in the nutrition area, specifically children having the opportunity to eat when hungry, to prepare their own food, and to set up and clean up snacks and meals. What cannot be explained as readily is the lack of overall congruence between the problems with space observed by the onsite visitors and the responses of directors to the telephone survey question regarding problems with program space: six of the 12 directors did not feel their program had any problems with space. Of the directors citing problems, one indicated having insufficient space for activities, and three mention the lack of room for expansion. Based on the lower-rated elements described above, and a review of the observers' comments, we conclude that many of the programs do face problems in creating comfortable, well-differentiated space that provides opportunities for children to engage in a variety of activities. This common program weakness has a direct bearing on the observations in the area of activities and time discussed below.

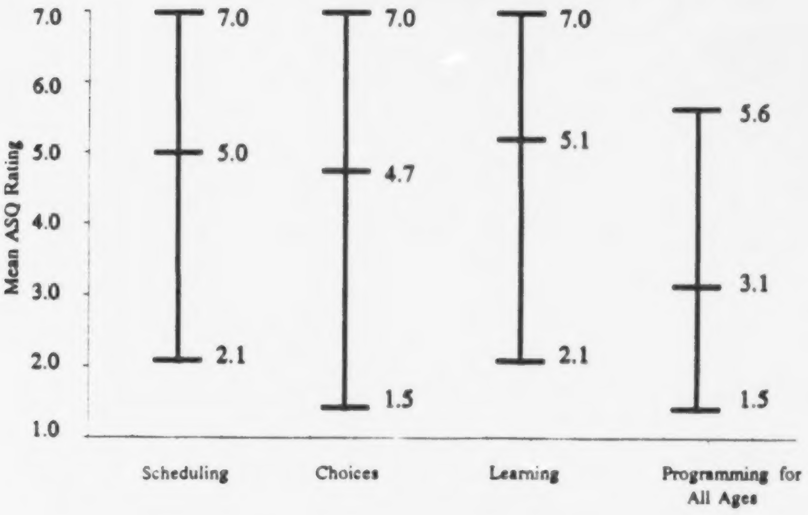
Activities and Time

In general, the activities and time area has the lowest average score in programs with both higher and lower overall average scores on ASQ, but lower scores in this area are particularly noticeable among the lower-scoring programs. For example, one program that is of lower quality overall (with an overall ASQ score of 3.1), is weakest in the area of activities and time (2.2).

Ratings on the four major criteria under activities and time are shown in Figure VII-5. Programs are strongest, on average, in the learning area (5.1), followed by scheduling (5.0) and choices (4.7). Programming for all ages is the weakest area across programs (3.1).

FIGURE VII-5

MEANS AND RANGES OF QUALITY RATINGS IN THE AREA OF ACTIVITIES AND TIME



Programs tend to be strongest (average ratings of 6 to 7) on three elements:

- providing group and individual activities;
- directions for activities are given clearly and repeated as needed;
- children have time to do homework and staff members are available to help.

The weakest aspects of programs (averaging lower than 4.0) relate primarily to the availability of programming for all ages:

- private time and opportunities for active indoor games and sports, listening to music, special events (olympics, carnivals, special performances such as a storyteller), and hobbies such as dance or music;
- space and props for dramatic play, including activities such as dress-up, housekeeping, puppets, blocks, etc. (for younger children);
- chances to explore science, language, and number concepts; field trips, games, and projects are geared to this goal;
- encouragement to think for themselves, ask questions, and test out ideas;
- chances to explore new experiences and develop skills (for older children).

The elements related to quality programming for older children that are most often missing from site visit programs include (1) developing adult skills such as woodworking, pottery, music lessons, etc.; (2) participating in community activities such as 4H; (3) involvement in community services (such as visits to nursing homes, environmental projects, raising money for the homeless); (4) exploring career options; (5) earning money (car washes, bottle drives); and (6) developing clubs and hobbies such as chess, sports card collections, etc. Overall findings from the telephone survey also indicate a lack of programming suitable for older children, particularly in the areas of providing opportunities for participation in community activities (3 percent of programs nationally) or providing work experience (fewer than 1 percent).

Factors that Influence the Quality of Before- and After-School Programs

To better understand the meaning of the our program quality ratings, we examined the connections between selected descriptive characteristics from the telephone survey questions and programs receiving the highest and lowest overall mean scores on ASQ. As a first step, we compare the top seven programs (having overall mean scores between 5.2 and 6.6) to the five programs with the lowest overall mean scores (between 3.1 and 4.8). The problems of the five lowest scoring programs are concentrated in human relationships (mean of 4.8, with a range of 3.0 to 5.4), space (mean of 4.0, with a range of 3.1 to 4.7), and activities and time (mean of 2.9, with a range of 2.1 to 4.1). In the discussion that follows, we compare ASQ ratings in these three areas in order to develop a comprehensive picture of the differences between higher- and lower-quality programs. We combine site visitors' observations, interview findings, and selected telephone survey data to highlight the different descriptive characteristics of these programs.

Human Relationships

Staff-child interactions. The seven top programs score consistently from 5 to 7 in the area of staff-child interactions, with the greatest number of scores equaling 7. Comparing the five programs that scored the lowest in the area of human relationships, we see that four of them consistently have ratings of 2 or 3 on items related to staff-child interactions; the fifth program is more variable with some elements related to staff-child interactions rated as 1, others 5 or higher. Staff-child interactions, perhaps more than any other criteria area, sets the tone of the program by providing children with role models, techniques for making decisions, resolving conflicts, solving problems, accepting their own and others' feelings, and developing a sense of control over themselves and their environment.

Ratio and group sizes. As with staff-child interactions, most (88 percent) of the ratio and group size element ratings of the seven top programs were 7s. In contrast, almost all (85 percent) of the individual element scores of the bottom five programs are in the 1 to 3 range. The one exception is that all 12 programs appear to have sufficient staff on hand to supervise children, particularly with respect to knowing where each child is and what the children are doing at all times. Of particular concern are observation findings among the lower-scoring programs that indicate there may not be sufficient staff on hand at all times to provide a choice of activities, respond to children's individual needs, and engage in activities and conversation with small groups of children or one-on-one. Group size in four of the five lower-scoring programs also appears to be too large. Onsite observers consistently note that the large group size in these programs gave the impression that the children are crowded and included in groups that are too large to provide an opportunity to develop a relationship with at least one staff person.

Examination of the approximate child-to-staff ratio and total enrollments does not provide a clear indication that these factors alone account for the problems observed in the lower-scoring programs. While three out of five of these programs report 20-to-1 ratios, two programs have 10-to-1 ratios. None of the higher-scoring programs routinely exceeds ratios of 15-to-1. This suggests that how staff are trained and deployed and how the classroom environment is arranged may be as important as the number of staff available at any given moment.

Interestingly, all 12 programs reported on the telephone survey that at least some paid staff who work with children have participated in additional school-age child-related training in the past year. In addition to training, the importance of the educational background of program staff members is underscored by the finding that among the higher-scoring programs only one out of seven has staff with only high school diplomas. In the other higher-scoring programs, staff are attending college, have CDAs, or undergraduate through graduate degrees. Among the five programs receiving lower ASQ scores, only one currently employs college graduates, although this is not required; two employ staff members with high school or GEDs; and two have staff with some college. Only one of the two has staff members with college-level course work in early childhood education or youth recreation programming.

Parent-staff interaction. Most of the programs visited appear to be fairly conscientious about ensuring a good level of parent-staff interaction. Only one of the lower-scoring programs appears to have consistent problems in this area. However, among the lower-scoring programs there appear to be few conversations between staff and parents about the children, particularly in separately scheduled meetings. The telephone survey findings for site visit programs confirm that the higher-scoring programs are one-third more likely to engage in some type of formal or informal method of communicating with parents about their child's care and activities. Over half of these higher-scoring programs report regular conferences, phone calls, and notes or letters sent home with the child. Lower-scoring programs are far less likely to report the use of these means of communication. In addition, only one lower-scoring program reports holding regular conferences, compared with four of the top seven programs.

Parent involvement is generally assumed to be closely related to program quality. While the ASQ observation instrument does not specifically address methods for involving parents, the telephone survey does provide some insights into differences between the two groups of programs. Programs that receive higher ASQ scores are more likely to require parent involvement than are lower-scoring programs. Higher-scoring programs note eight different ways in which parents participate in the program; lower-scoring programs note only three. While equal numbers of higher- and lower-quality programs report that parents participate in planning and evaluating the program (four each), only one of the five lower-scoring programs, compared to all seven of the top programs, indicate that parents serve on advisory councils or boards of directors. Other ways in which the higher-scoring programs involve parents include raising funds, attending parent meetings and workshops, and to a lesser extent, serving as volunteers. This latter activity is the only one noted by a lower-scoring program.

Staff-staff interactions. Staff appear to support each other and work together as a team to meet the needs of the children in 10 of the 12 programs, regardless of their overall ASQ score. Nonetheless, in two of the lower-scoring programs, a majority of the program elements were marked as "not observed," and the remaining indicators are below the element mean scores, suggesting that staff-staff interactions in these two programs may be problematic.

Space

Indoor space. The relatively low average score across programs (4.9) indicates that even some of the higher-quality programs face constraints with regard to the use of space for different types of activities. Among the five lower-scoring programs, specific problems with indoor space were noted, particularly with regard to the separation of space for different types of activities. While these may reflect inadequate space per se, they may also reflect a lack of attention or training in how to organize the available space for different activities. Almost all of the lower-scoring programs have scores of 1 or 2 on the provision of a quiet space for naps or rest, interest areas for dramatic events, creative arts, cooking and eating, and open areas for active play. Among higher-scoring programs, several were noted to have difficulty with creating areas for dramatic events/play and creative arts.

Children in the lower-scoring programs also appear to have little freedom to rearrange space for their activities, such as building forts or clearing space for dancing, although two of the seven higher-scoring programs have problems in this area as well. In three out of five lower-scoring programs space is not organized in a manner that permits children to move around without disrupting ongoing activities. Among the lower-scoring programs there is greater likelihood that children will not have sufficient room to pursue activities without crowding. While the majority (five out of seven) of higher-scoring programs have arranged their quiet and interest/activity areas to be inviting and home-like, none of the five lower-scoring programs includes this type of effort. Children in four out of five of these programs were less likely to be engaged in helping keep the space clean or involved in decorating their space.

The telephone survey data provide only limited information on space issues confronting the programs. Higher-scoring programs are more likely to have access to primary program space on a dedicated basis, which may account for the greater ability of these programs to adapt their space to better fit the needs of the children.

Interestingly, the most frequently used primary space by the top-rated programs is classroom space, which has been found in other studies to be most problematic in terms of arranging space for program use. Only one of the lower-scoring programs indicates problems with the space where the program is located, citing lack of room to expand. In contrast, four out of seven top-ranked programs note problems, including space for expansion, adequate space for activities, and having to move the program when the facility was used for a function.

Outdoor space. On the whole, higher-scoring programs tend to have fewer problems with outdoor space than do lower-scoring programs. Two of the five lower-scoring programs do not have adequate outdoor space and equipment, and children in these programs were observed to have to crowd and argue over the use of equipment. Three of the lower-scoring programs are deficient in open areas for active games and sports, and an equal number in providing protected areas for quiet play and equipment which provides safe challenges to children of all ages. One indicator on which the majority of programs (nine out of 12) receive very low scores is in providing areas where children use and reuse materials to create their own play space.

Materials, supplies, and equipment. Among the lower-scoring programs it is likely that there are inadequate amounts of supplies, materials, and equipment available, with the result that children do not have a choice of things to do and are more likely to have to wait for access to these items. These programs are less likely to have materials and supplies to support the growth of children's cognitive skills or creativity. Particularly noticeable is the fact that four out of five lower-scoring programs are deficient in having books, toys, or posters that reflected ethnic, racial, cultural, and gender differences, although all programs score high on making all equipment and materials available to both boys and girls.

Activities and Time

The program area with the lowest average score across all 12 programs is activities and time (mean=4.5). Not unexpectedly, programs with lower overall ASQ scores are more likely to have problems in this area as well.

Scheduling. With regard to the daily schedule, lower-scoring programs are far less likely to have daily schedules that reflect children's need for a balance of activities, such as private time (all five lower-scoring programs scored 1), or opportunities to make up their own activities (three of the five scored 1 or 2). Children in these programs are unlikely to have the opportunity to make choices and decisions regarding which activity to engage in or to move freely between activities. The telephone survey indicates that higher-scoring programs are somewhat more likely to involve children in planning activities than are lower-scoring programs. Not only are children more frequently provided with informal opportunities for planning, but these programs are also more likely to hold group meetings with the children to plan activities.

Choices. The choice of activities for recreational and leisure time appears to be more constrained among lower-scoring programs, in particular regarding active indoor games and sports, reading, listening to music and special events. In terms of program activities that are fun, enriching and educational, lower-scoring programs provide children with less opportunity to follow their own interests or curiosity, explore other cultures, develop hobbies, or to learn in different ways such as through sight, sound, or movement. Children in these programs are not encouraged to try new activities or think for themselves, ask questions, or test out new ideas. Comparing the telephone interviews of the lower- and higher-scoring programs on activities offered in the program and their frequency provides some additional information. Higher-scoring programs are more likely to provide creative arts and crafts and science activities on a daily basis, and cooking and food preparation on a weekly basis. Unstructured dramatic play, story telling and role playing and music are also more likely to be available on a daily basis in these programs.

Learning. Quality programming should include activities that reflect the fact that children's needs, interests, and abilities change with age. Although the lower-scoring programs tend to receive low scores on a majority of the indicators under the category of programming for all ages, it is important to note that three of the top-ranking programs also have low scores on these same indicators. For young children, seven out of the 12 programs do not provide space for dramatic play, and half of the programs do not provide all children with opportunities to explore math and science through program activities. The telephone survey offers some substantiation to these findings. Most top-scoring programs, compared with only a few of the lower-scoring programs, provide science at least weekly and dramatic play at least once a month.

Programming for all ages. Although six of the 12 site visit programs do not serve children beyond grade 3, among those who do serve this age group, the majority do not provide older children with the chance to explore adult skills, community activities, community service, or career exploration. Even higher-scoring programs are unlikely to provide older children with opportunities to develop their own clubs, but they are more likely than lower-scoring programs to provide opportunities for older children to focus on their growing self-awareness or to do things that their peers are doing (such as listening and dancing to current music or riding bikes). Higher-scoring programs are also much more likely, according to the telephone survey, to provide different activities for older children than are the lower-scoring programs. As noted earlier, successful programming for older children is a problematic area for most programs. The lack of activities that would be more appealing to older children may contribute to the drop-off in enrollment beyond grade 3.

The Satisfaction of Children and Parents

One of the most striking findings about the site visits among both lower- and higher-scoring programs is the degree to which parents and children are satisfied. Only one program among the 12 in the site visits found substantial dissatisfaction among the children participating. Among the changes parents and children would like to see implemented, particularly in the lower-scoring programs, are the provision of more activities. Children, in particular, would like more opportunities to choose how they spend their time. The need for differentiated activities for older children was noted in both the parent and child focus groups, and school personnel mentioned the need for some of the programs to provide a more developmental focus.

CHAPTER VIII: CONCLUSIONS AND IMPLICATIONS

This is the first study to provide a comprehensive description of school-age child care based on a nationally representative sample, especially with regard to the role of public schools in the provision of before- and after-school programs. In addition, the study explores some of the most pressing questions about before- and after-school care: the involvement of children beyond grade 3; the role of parents; the degree of cooperation and collaboration at the community level; the role of before- and after-school programs in relation to other child and family services; the relationship of the educational content of before- and after-school programs to school-day curriculum; the extent to which economically disadvantaged children are the focus of such programming; barriers to serving more children from low-income families; and the dimensions of quality of programming.

In this concluding chapter, we extract the major themes implied by our findings. In the second part of the chapter we derive implications that these themes have for public policy and practice.

Major Themes

The Emerging Context

Formally organized services before and after school, and on days when school is closed, have come to play an essential role in rearing the nation's children, particularly those in kindergarten through grade 3. The image of the two-parent family, wife at home with the children, has given way to (1) a sharp increase since 1970 in the employment of mothers with young children, and (2) an increase in the proportion of single-parent families. Two additional trends -- the growth in the total number of young children as the baby boom cohort has begun to reproduce and the availability of fewer family members to care for school-age children during non-school hours -- further contribute to an increased demand for school-age child care. Based on findings from the National Child Care Survey 1990 (Hofferth, Brayfield, Deidi, & Holcomb, 1991), we know that care arrangements for 5- to 12-year-old children in families with employed mothers include: care by relatives (25 percent); centers (14 percent); family day care (7 percent); in-home care (3 percent); other, unspecified care arrangements (7 percent); and no arrangement (44 percent). The present study provides the first systematic information on the formal care arrangements for children in this age range.

A Profile of Enrollment and Capacity

We estimate that in 1991 1.7 million children in kindergarten through grade 8 were enrolled in formal before- and/or after-school programs in the United States. Considering the capacity of licensed or regulated programs, we estimate the total capacity to be almost 2.4 million children. This estimate increases to 3.2 million children when both licensed and nonregulated programs are considered.

While a third of the programs overall are operating at 75 percent or more of their licensed capacity, enrollments average only 59 percent of capacity in those programs that are licensed or approved by a state department of education. Utilization rates tend to be higher in programs located in the West (69 percent) than in the South (52 percent). These rates, however, do not necessarily mean that programs could serve additional children without added costs, such as increased staffing and access to expanded facilities.

We find that enrolled children have a number of characteristics in common:

- A majority (71 percent) attend programs that meet both before and after school; the remaining 29 percent of enrolled children attend programs meeting after school only.
- Approximately two-thirds (68 percent) are white, 19 percent are African-American, 8 percent are Hispanic, and less than 6 percent are Asian or Pacific Islanders, American Indian, Alaskan natives, or of other ethnic origins.
- Children are overwhelmingly in prekindergarten (attending programs that also enroll school-age children) through grade 3; 90 percent of the before-school and 83 percent of the after-school enrollments are in these grades.
- Almost all attend programs that primarily serve children of working parents and where children are English-speaking.
- Enrolled children are unlikely to come from families receiving public assistance (12 percent) or to qualify for free or reduced-price meals (21 percent of the children attending programs sponsored by the public schools).
- The majority are very likely to attend small programs that enroll 30 or fewer children (an estimated 79 percent of before-school sessions and 64 percent of after-school sessions) and are unlikely to attend programs enrolling more than 70 children (only 4 percent of before-school sessions and 11 percent of after-school sessions).

Characteristics of Providers

The growing demand for before- and after-school programs, beginning in the mid-1970s and continuing into the 1990s, has led to the development of a diverse set of new provider groups. Overall, the largest proportion (66 percent) of the estimated 49,500 programs in the United States is sponsored by three types of organizations: for-profit corporations, the public schools, and private nonprofit organizations. The remaining 34 percent are distributed across nonprofit religious and nonreligious private schools; state, county and local governments; church or religious groups; private nonprofit social service or youth serving agencies; for-profit private schools; colleges and universities; and parent groups.

Entry into the market of the three most prevalent types of sponsoring organizations has been relatively recent: the average program sponsored by a for-profit corporation or private nonprofit organization has been in operation for about eight years; the public schools average just over six years. In contrast, nonprofit religious or nonreligious private school-sponsored programs average just over 14 years of operation; other types of for-profits average over 12 years, followed by church or religious groups and other nonprofits (over nine years).

Positive Features

A picture of the provision of formal before- and after-school child care emerges that has significant positive features:

- Most programs (an estimated 84 percent) operate under licensing requirements of a child-care licensing agency or the approval of their state department of education, thus assuring minimal standards for protecting the health, safety, and basic developmental needs of children in care.

- Programs appear to be coming to terms with the need for care not only after school, but before school and also during school vacations, holidays, and during the summer months. The availability of these operating schedules, however, varies significantly across type of sponsor, with public school-based programs being much less likely to offer care when school is not in session than are for-profit programs.

- The reported child-to-staff ratios, averaging eight to nine children per adult, are excellent, particularly given regulatory requirements in many states as of spring 1991 that allow many more children per adult.

- A high percentage of programs (70 percent) report the availability of a range of enrichment activities on at least a weekly basis, including creative arts and crafts, dramatic play, movement and dance, music, and storytelling/theatrical activities.

- While children in grades 4 and higher represent only a small percentage of enrollment overall, 44 percent of programs do enroll at least some children in this age range in before-school sessions; this increases to 59 percent of the programs offering after-school care. Of the programs enrolling these older children, about half make special provisions for them (such as different activities, allowing older children to help with younger children, separate space, or a club program).

- The reported efforts of an estimated 42 percent of the programs to coordinate services to children and families with other community organizations through regular communication about care, making referrals, or arranging for services to be delivered are encouraging. Although the proportion (57 percent to 60 percent) of public-school-based programs that coordinate services for participating children is higher than the national average, it demonstrates that collocation of services does not necessarily translate into coordination of services.

Areas of Concern

From the survey data, we also see trends that are cause for concern and raise serious questions about the nature, shape, and design of programs. Further, while we saw some examples of high quality programs in our site visits, we also saw examples of programs that could be improved along a number of dimensions. Specifically:

- While accreditation processes clearly imply involvement in the broader child-care and early childhood community and an increased commitment to quality and professionalism, few before- and after-school programs are accredited by a state or national accrediting organization. While a growing number of states have accreditation systems and the National Association for the Education of Young Children (NAEYC) has recently developed accreditation guidelines for school-age child-care, we see two factors limiting their use: (1) programs have been in existence for a number of years and may resist making changes implied by accreditation guidelines, and (2) programs operate under a number of auspices not necessarily affiliated with the particular state accrediting organization or NAEYC.

- Collaboration among organizations, in terms of sharing costs and generating resources to serve the widely varying needs of school-age children, is not as widespread as expected. Only 7 percent of program directors characterize their program as operating in a partnership arrangement in which other organizations play a key role in maintaining the program, with publicly sponsored programs being more likely to operate in this type of arrangement than programs sponsored by private organizations. Among all the school-based programs in the United States (including those sponsored by the public schools and those sponsored by other community-based organizations in public school facilities), the percentage of directors characterizing their program as a partnership arrangement only increases to 17 percent. The receipt of in-kind donations, however, appears to be a more frequently occurring form of cooperation, with 27 percent of before- and after-school programs reporting the receipt of donations. Donations most frequently include supplies, equipment, and rent or access to physical space. While the sharing of resources implied by donations is encouraging, the failure of directors to characterize their programs as partnership arrangements raises questions as to the spirit of community cooperation in meeting the needs of school-age children.

- Programs are fee-driven, that is, primarily serving children whose families can afford to pay full fees (86 percent), with income from parental fees constituting the largest source of revenue for programs (83 percent). About one in three programs report that a government agency pays the fees of at least some of the enrolled children and only one in four offers a sliding-fee scale or makes some provision for scholarships or tuition grants; for-profit programs are much less likely to have these policies than either public or private nonprofit programs.

- Looking specifically at the sources of income and parent fee policies of public school-based programs, we see a pattern of findings indicating that participation in these publicly sponsored before- and after-school programs is still largely limited to families who can afford to pay full fees. More than three-quarters of the parents of enrolled children pay full fees, less than half of the school-based programs have a sliding-fee scale, and about a third of the programs report that a government agency pays for the care of some participating children. School-based programs sponsored by the public schools are much less likely than school-based programs sponsored by other community-based organizations to offer scholarships and tuition grants.

- As in the child-care field as a whole, we found low levels of compensation and benefits for staff, regardless of role. In fact, the 1991 hourly wage ($6.77 per hour) of the most senior staff (other than the director) working in before- and after-school programs is lower than the 1990 hourly wage ($7.49 per hour) earned by preschool teachers (Kisker, Hoffereth, Phillips, & Farquhar, 1991). Taken together with the part-time nature of the work, these factors undoubtedly contribute to the high turnover rates that we found. With 58 percent of the programs reporting an average staff turnover rate of 60 percent, many programs must continually focus on basic staff orientation and training rather than the development of quality programming.

- While programs on average enroll equal proportions of boys and girls, the staff employed are overwhelmingly women. Children living in single-parent households and attending elementary schools in which it is common for the teaching staff to be predominately female are being afforded little opportunity for exposure to adult male role models.

- The very small percentage of programs that use a library, museum, art room, music room or game room at least weekly may indicate there are limited opportunities for children who could benefit greatly from access to more diversified space. A quarter (27 percent) of the directors reporting that enrolled children do not have access to a playground or park as part of the program on at least a weekly basis implies clearly that many before- and after-school settings may be too confining for children. Even more striking is the apparent willingness of program staff to accept whatever accommodations are available: fewer than one in five of the programs overall report that they currently have a problem with the space where their program is located. In the site visits, the differences in facilities and space are striking -- seeing staff working in situations that severely limited their ability to offer a range of activities to participating children has led us to conclude that programs have learned to live with what they have and/or that many program planners lack a vision of what could be.

- In terms of quality, the 12 site visit programs range considerably in three of the four program areas assessed by site visitors: human relationships among staff, children, and parents (averaging 5.6 on a 7-point scale, with a range of 3.0 to 6.9 across programs); indoor and outdoor space, materials, supplies, and equipment (averaging 5.2, with a range of 3.1 to 6.7); and activities and use of time (averaging 4.5, with a range of 2.1 to 6.6). Programs consistently score highest in the area of safety, health, and nutrition (averaging 5.8, with a range of 4.8 to 6.9 across programs). Areas in which programs commonly need to improve include: permitting children the freedom to rearrange the space for their activities; providing for quiet areas and interest areas that are inviting and home-like; differentiating space for different activities such as naps or resting, cooking and eating, open and active play, dramatic events, and creative arts; programming for all ages, particularly the provision of activities appropriate for older children; and in the area of health and nutrition, providing food that is healthy and opportunities for children to eat when they are hungry and to prepare their own food.

One of the most striking findings about the site visits among both low- and high-scoring programs is the degree to which parents and children are satisfied. Only one program among the 12 in the site visits reported substantial dissatisfaction among the enrolled children. For parents and children interviewed, the availability of safe, dependable care overshadows requests in the lower-scoring programs for more activities or expanded opportunities for children to choose among activities.

Implications

Based on the major themes that emerge from the findings, we draw four major implications for policy and practice. We conclude with recommendations for further research.

Learning About the Needs of Families

Planning materials related to the development of school-age child care initiatives uniformly recommend a systematic needs assessment to find out how many families need a program and to obtain a general picture of what their needs are. Just knowing the number of families with school-age children is not sufficient -- the needs assessment must find out who wants, and would use, a before- and after-school program, the kinds of care they require and prefer, and what they can afford to pay. The needs assessment process, at the neighborhood and community levels, must continue even after programs have been launched and go beyond the assessment of parental preferences in terms of current program models.

We see programs in the United States struggling day-to-day to maintain a delicate balance among three key elements -- parent fees, staff salaries/working conditions, and program quality. As current programs strive to meet this challenge, they may be failing to look beyond the current population of children being served. Why do enrollments in before- and after-school programs drop off so dramatically by grade 4, even when current utilization rates have not reached capacity? What do families perceive as their need for before- and after-school care when a child reaches age 9? What is the need for care during school vacations, the evening, and on weekends? From the site visit data, in particular, we see that programs that are attracting older children are making special provisions for them: different activities, tutorial assistance, team sports, permitting enrollment on a drop-in basis. From the perspective of the older children enrolled in these programs we then heard, "It is okay to be here; this program is not just for little children; I'm here because my friends are here."

Overcoming Barriers to Program Development

The problems apparent in the site visit programs scoring lower on the program quality instrument (ASQ) are indicative of those in many before- and after-school programs striving to provide care under less than ideal physical conditions and often with poorly prepared staff who change from year-to-year. A major need identified in the survey data, and illuminated further in the site visits, is for adequate space within facilities. For school-based programs, in particular, the school principal plays a key role in permitting full access to school resources, creating a vision that integrates the program into the school community, and handling the unavoidable issues that emerge when space is shared.

While more suitable space would go a long way to enhancing program quality, training staff to adapt space to meet program needs would make an enormous difference. Staff training must also go beyond activity planning and basic health and safety, to encompass learning about effective methods for interacting with children, particularly as programs strive to serve children beyond grade 3.

Finally, the pervasive issue of staff turnover must be addressed if the continuity and quality of programming is to be maintained. Higher quality site visit programs that have also reduced staff turnover are employing a senior staff member on a full-time basis and paying him/her on a professional salary scale. This senior staff member is based at the program site, works directly with children, and has major responsibility for ongoing program development and staff training.

Expanding Use by Lower-Income Families

Regardless of whether a before- and after-school program is sponsored by the public schools or by a nonschool organization, programs remain very dependent upon parent fees for their operating revenue. Chapter 1 funds, an untapped revenue source, are currently being used in only 3 percent of the programs nationally and only 4 percent of the programs that primarily serve children from lower-income families. Only limited funds are available from state social service agencies, and programs make little provision for reducing the fees of low-income families through scholarships or the use of sliding fee scales. Federal and state tax credits for a portion of child care costs are not very helpful to low-income families because they are limited to a parent's tax liability. These funding patterns are leading to the development of a school-age child care system that is stratified by family income. Participation is limited to the families most in need who qualify for government subsidies and those at the upper end of the income scale who can afford the fees. The development of a school-age child care system that is equally accessible to all families depends on the availability of additional support for the tuition costs of families ineligible for government support who nevertheless want to use before- and after-school care but cannot pay the whole cost.

The Role of the Schools

Public school-based before- and after-school programs (including programs sponsored by the public schools and by another organization in the community), although growing, represent only a quarter of the programs and a third of enrolled children overall. Programs sponsored by private nonprofit schools represent only an additional 10 percent. Exploring the relationship between the schools and child care for school-age children has given us the opportunity to examine the ways in which schools are expanding their services into areas not typically understood as their province. Schools that begin to offer child care for school-age children recognize the value of being "open" systems, of modifying and expanding their institutional boundaries to incorporate new services for children and families. Locating a program in a school often solves transportation problems, since the students are already there. In addition, because costs related to rental of space, etc., are minimized, funds can be used for staff costs, equipment and materials, or reducing the fee burden on lower-income families.

A danger inherent in the development of a set of program objectives and expectations for services is that schools will seek to extend their instructional methods and structural arrangements into the "after school" time of the child that has traditionally involved activities in the home, neighborhood, and community. As the schools move into the provision of before- and after-school care, will program planners emphasize academic learning even though many parents and children may instead desire safe and reliable child care with informal learning in an enriching environment that emphasizes social and emotional growth? If academic work and remedial assistance is to be one function of a before- and after-school program, will such programs be available only to children whose parents can afford the fees or children whose families qualify for government subsidies? Given legislation mandating the public schools to provide a free and appropriate education to children with disabilities, how will before- and after-school care be extended to this traditionally underserved group?

Future Research

This study is a major beginning, providing the first nationally representative profile of formal before- and after-school programs for school-age children. For many of us, it raises many more questions than it answers. We recommend that future research focus on:

The attributes of quality programs. Given the wide diversity of programs and settings, the identification of a common set of quality indicators will be particularly challenging. Part of the richness of this type of care is its responsiveness to the needs of individual children and their families, its informal family-like style, and its ability to accommodate children of different ages. Quality indicators must encompass many cultural, community, and family patterns; both before- and after-school programming, as well as full-day care when school is not in session; the different purposes that programs serve; issues associated with the use of shared versus dedicated space; meeting the needs of both younger and older children; and coordination among various community agencies involved in the lives of families.

The issue of continuity and transition. The continuity of experience that children have and the transition from one setting to the next seem particularly important because school-age children enrolled in before- and after-school programs may spend a good part of their waking hours (anywhere from 6:45 a.m. to 6 p.m.) in organized, formal programs. How does the child's regular classroom experience compare with his/her hours spent at the before- and/or after-school program? To what degree does the program complement the school environment by meeting the unmet social, recreational, and learning needs of the child and how might continuity between the two programs be achieved? In the present study, our analysis of coordination between school and program is limited to the perspective obtained from people whose primary affiliation is with the before- and after-school program and from an interview with the school principal -- we also need to understand better the perspective of children, parents, teachers, and other providers of services in the community.

The impact on children. While this study has made a contribution to our understanding of the major characteristics of before- and after-school programs in the United States, we know very little about their impact on the children who are enrolled in them. Program evaluation activities undertaken by most local providers focus on how well procedures and processes are implemented and the satisfaction of parents, contributing little to our understanding of the impact on children. Future research must consider the effects on young children of various before- and after-school arrangements using such measures as exposure to risk, and measures of social-emotional development, self-esteem, and school performance.

Cost-effectiveness. While before- and after-school programs meet the immediate needs of parents who need dependable care for their children, school-age services potentially function as a preventive measure to reduce the later costs associated with adolescent crime, adolescent pregnancy, and school failure. Programs, particularly those primarily enrolling children from lower-income families, are taking on many purposes, ranging from providing for the basic safety of participating children to the prevention of problems such as alcohol and drug abuse, smoking, or other risk-taking behaviors. Small scale, longitudinal, studies of children enrolled in these programs would contribute to our understanding of the cost-effectiveness of school-age services and under what conditions these benefits are realized.

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APPENDIX A

DESCRIPTIONS OF SITES AND PROGRAMS VISITED

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INTRODUCTION

Appendix A provides brief descriptions of the 12 school-age child-care programs visited in this study during October 1991 and situates these programs within the context of the three localities they serve.

Selection of Sites and Programs

Appendix B (pp. B - 21-22) describes in detail how sites and programs were chosen and the kinds and sources of data collected during the visits. In summary, sites and programs were selected to represent a broad range of before- and after-school child-care services. Sites (localities) were chosen to provide diversity of geographical location (West Coast, Midwest, and East Coast), while program selection aimed at diversity of sponsorship (public school- or district-sponsored programs and others), population served (with emphasis on programs that serve minority children and low-income neighborhoods), and program facility (e.g., programs operating in community or child-care centers, and most especially, in public schools).

A three-step selection process was followed. First, using program data and constructed variables obtained during the study's telephone survey of 1,304 programs, we attempted to identify programs of above-average quality as indicated by four general indicators from survey data: child-staff ratio, staff turnover, staff training or education level, and accreditation. The 1,304 programs showed wide variation on this constructed "quality" variable. Sorting for programs that scored high on the quality variable, we identified clusters of programs in states and metropolitan areas regarded by national child-care experts as highly proactive in the provision of school-age programs.

Next, for each of these "candidate" metropolitan area sites, we examined other salient characteristics of the programs that scored high on the constructed quality variable, including the size and age span of program enrollments, the proportion of low-income and minority children being served, program sponsorship and whether it is public school-based, and the program's primary purpose and range of activities. These data were used to select three urban sites that were geographically spread across the United States and that had ample numbers of programs rated high on the constructed quality variable and afforded a variety of program characteristics considered representative of before- and after-school programs nationally.

Finally, the telephone survey data for the programs located within the three targeted cities, together with information obtained from knowledgeable local sources at each of these sites, were used to select four programs at each locality that (a) reflected a variety of sponsorship arrangements within the community, and (b) exhibited a wide range of program characteristics. We purposely weighted the final program mix to visit predominately programs based in public schools and/or that serve low-income families.

Anticipated limitations in the predictability value of the proxy quality variable (and, to some extent, community informants' limited firsthand knowledge of specific candidate programs) resulted in our selection of 12 programs that we found to represent a considerable range in quality in terms of four program areas observed during the site visit portion of this study. The program quality areas (see Chapter VII) were human relationships, including group size and child-to-staff ratios; space, including materials and equipment; safety, health, and nutrition; and activities and time.

Sites and Programs

The one-day program visits, made by two- or three-member research teams, included interviews with program directors and staff, parents, children, school principals, school district and other supervisory personnel, as well as direct observation guided by a specially designed instrument (the ASQ, Assessing School-Age Child Care Quality) that contained 186 observable elements related to the four program quality areas. Visits at each site typically lasted five to seven work days, during which time local resource and referral agencies and other community child-care advocates were also consulted.

The following sites and programs were visited:

Oakland, California

- Harriet Tubman Child Development Center School-Age Program
- Yuk Yau Child Development Center School-Age Program
- Before- and After-School Program at Howard Elementary School
- YMCA Y-Kids Care Program at Piedmont Avenue School

Miami, Florida

- Winston Park Elementary School Before- and After-School Program
- Satellite Learning Center Before- and After-School Program at American Bankers Insurance Group
- Family Christian Association of America After-School Program at Broadmoor Elementary School
- Centro Mater Child Care and Neighborhood Center After-School Program

Indianapolis, Indiana (and vicinity)

- At-Your-School Child Services Program at Pittsboro Elementary School
- YMCA After-School Child Care Program at Burkhart Elementary School
- Concord Community Center After-School Program
- Kinder Care KlubMate Program

Organization of Appendix A

Each site and its programs are described in the above order. Site descriptions briefly summarize local demographics, the area's labor market, the policy climate and advocacy for school-age child care, funding sources for programs, and other contextual information.

Each program description begins with a box display that contains key program characteristics, such as sponsor, demographics of clientele, hours, fees, enrollment, and staffing. Special features are also highlighted, such as the program's most important goal(s), its particular strengths, and its program improvement needs or issues. The program narratives profile the facilities and equipment, activities and curriculum, school and community linkages, parent involvement, and other topics of interest.

Objectivity and Accuracy of Descriptions

Although we have attempted in this appendix to confine program and site descriptions to factual information and/or consensus viewpoints of knowledgeable interviewees at each location, an element of subjectivity necessarily informs our reporting. Researchers' judgments particularly come into play in the special strengths and program improvement needs/issues included in the boxed data display that precedes each program's description. We have otherwise tried to avoid quality-related judgments in describing the programs (reserving that discussion for Chapter VII), focusing here on providing a concise portrayal of program operations and other features of interest and use to field practitioners, parents, and policymakers.

Key respondents from each program were asked to review the final draft of its writeup for factual accuracy, provide additional information to support any content modifications, and consent to the identification of the program as presented. This content review included all program directors and (for school-based programs) school principals; several program directors included their staff in the review loop, and one program even sought feedback from parents at the monthly parent meeting. These same parties similarly reviewed their respective site descriptions. In addition, program and site descriptions were reviewed by programs' supervisory/oversight agencies (e.g., school district, YMCA city headquarters). Site descriptions were also reviewed by other recognized sources of reliable community context information, including child-care resource and referral agencies and local school-age child-care advocacy professionals. At one site, we asked state education officials to review the funding and regulatory portions of the site description.

BEFORE- AND AFTER-SCHOOL CARE IN OAKLAND, CALIFORNIA

Public School Setting

Oakland Unified School District (OUSD) serves all of Oakland, operating 87 schools that enroll some 50,700 students with an annual budget of $300 million. OUSD also operates a system of early childhood education centers, which provide preschool and school-age child care from age 3 through grade 3 for children from low-income families. At present, 22 Child Development Centers (CDCs) serve some 2,700 children, two-thirds of whom are of school age. Each CDC is housed in its own facility and located adjacent to (or nearby) an elementary school. In addition, OUSD operates four latchkey programs based in elementary schools and serving 112 K-3 children. (CDC and latchkey programs are described below under "Policy Climate.")

Three of the Oakland before- and after-school programs visited in this study are sponsored by OUSD, the fourth by the YMCA at a public elementary school. The Harriet Tubman CDC is located just northwest of downtown Oakland in a low-income residential area; Yuk Yau CDC is situated in the heart of Chinatown; and the Howard latchkey program is located in the eastern region of the city in a middle-class community that borders the Oakland Hills but whose elementary school also serves low-and mixed-income neighborhoods. The YMCA's Y-Kids Care Program operates at Piedmont Avenue School, a short distance northeast of downtown, in a mixed neighborhood of hospitals, small shops, and modest residences.

Demographics

Located on the east side of San Francisco Bay, the city of Oakland covers about 80 square miles and serves as the county seat of Alameda County. Home to several colleges and a naval facility, Oakland is also one of the world's largest and busiest ports for container cargo ships. Since the 1970s, several large-scale urban renewal projects have made steady progress in downtown revitalization, housing and parks/open space development and improvement, and historic renovation and preservation. Nevertheless, the city continues to grapple with the same problems of poverty, violence, drugs, homelessness, and budget shortfalls that most other inner-cities face. Adding to that burden are the costly ramifications of natural disasters, such as the 1989 earthquake and 1991 fire in the Oakland Hills area of the city.

With a resident population of over 372,000 (according to the 1990 census), Oakland is the largest California city where people of color are a majority: Approximately 44 percent of the city's inhabitants are African-American, 8 percent Hispanic, 15 percent Asian and Pacific Islander, 1 percent Native American, and 32 percent white. Though well represented in civic leadership, Oakland's diverse population suffers from the socioeconomic problem of persistent poverty: Nearly one-fourth of the city's residents live in poverty, including some 37 percent of all children and 56 percent of children living in low-income neighborhoods. Three out of four homes where poor children live are headed by single women, and three out of four poor children are African-American. Indeed, disparities in child poverty by racial and ethnic group are significant: In 1986 the poverty rate for white children was estimated at 2.7 percent; for African-American children, 35.7 percent; for Native Americans, 35 percent; for Hispanics, 28.8 percent; and for Asians and Pacific Islanders, 21.8 percent. The families of some 54 percent of all children age 13 and under receive AFDC assistance. Nearly 29,500 school-age children (over 58 percent of the district's enrollment) receive free or reduced-price lunch; Chapter 1 services are provided to over 24,000 students (about half of all public school students).

The 1990 census indicates that some 45,225 of Oakland's children are in the 5-13 age range that is the focus of this study; 53 percent of these children are African-American, 18 percent Asian or Pacific Islander, 11 percent Hispanic, and 18 percent white. Given the high diversity of Oakland, it is not surprising that some of the CDCs provide bilingual/bicultural support to children and their families, enabling children to acquire English-language skills to prepare them for school and help them succeed once they are there. Five of the CDCs are considered ethnic magnet programs (Asian, Native American, African-American, and two Hispanic centers), but in reality all the CDCs pride themselves on their enrollment and staffing diversity and include multicultural education among their curriculum goals.

Labor Market

Oakland's fastest growing sector of the economy is services (transportation, retail, and government). The Port of Oakland also plays an important role: If the port were a foreign country, it would rank as the eighth largest trading country in the world. Some 25 percent of Oakland's workers are employed in wholesale and retail trade; another 20 percent work in the city's 750 manufacturing plants. Leading industries include processed foods, transportation equipment, fabricated metal products, chemicals, non-electrical machinery, and electrical equipment. Plant closures and workforce reductions throughout the region resulted in Oakland's unemployment rate reaching 6.4 percent in early 1991, with African-American and Hispanic males suffering the highest unemployment rates. An estimated two-thirds of all mothers of 5- to 13-year-olds participate in the labor force.

Policy Climate

Dating back to 1933, Oakland's Child Development Centers comprise one of the oldest and largest of school district-operated child-care programs in the country. Mirroring the city's demographics, the CDCs predominantly serve minority children, all from households that meet the state's definition of low income; their parent(s) are either employed, students, or participants in qualified job training programs. School district leadership has contributed to the institutionalization of the CDC system by helping establish a shared vision/mission, a common philosophic commitment to developmentally appropriate education, and linkage between CDCs and the nearby elementary schools for which they act as feeder centers/programs. OUSD maintains the system through standardized enrollment/admissions requirements and the uniform fee structure set by the state, an extensive staff development program aimed at all levels of child-care workers, and personnel and operating policies that both encourage coordination between CDC and school and promote the involvement of parents in the education of their children. Strong labor unions have assisted in securing attractive wages and fringe benefits for all levels of CDC staff, and the CDC system overall experiences low staff turnover and high morale.

Admissions/enrollment in the Oakland CDCs is usually at age 3; only children from households whose incomes are at or below 84 percent of California's median income for families of that size are eligible to enroll, though once enrolled, children may continue to attend until the family's earnings reach 100 percent of the state's median income. Priority admission goes first to protective services placements, then to children from the lowest income levels of applicants; siblings of children already enrolled automatically receive priority consideration in keeping with the "family services" approach. Children generally continue at the CDC from preschool through their early primary years (under present regulations, children can be served through the summer following third grade). Children attending a CDC are not necessarily from the immediate neighborhood, but they are automatically entitled to enroll at the center's nearby elementary school, a policy that results in most school-age CDC children entering the center as preschoolers and being afforded continuity of care for several years. The district's four school-based latchkey programs reflect the same philosophy and operating procedures as the CDCs, except that they do not offer preschool care and are encouraged to enroll parents of any income level once they have exhausted the low-income waiting list.

The Oakland Parks and Recreation Department is another major supplier of school-age programs. Its Youth Services Division currently operates after-school recreation programs (known as playground programs), mostly of a "drop-in" nature at some three dozen schools and 22 separate neighborhood recreation centers. Although these programs are not located in every school, they are accessible to all, either within walking distance or by public transportation (the school district itself provides no bus transportation for students). All the school-based programs operate from 3:00-5:30 p.m., Monday through Friday during the school year; many of them also operate from noon-4 p.m. during summers and school vacations. The recreation centers and day-camps also provide full-day summer care, including hot meals.

Another supplier of school-age child care in the area is the YMCA, which began providing licensed before- and after-school care in the late 1970s and now operates some 52 programs in the East Bay area, including six in Oakland. Most of these programs are located in East

Bay communities and Oakland neighborhoods where no state funded (subsidized) programs exist. The YMCA programs are primarily supported through parent fees, supplemented by fundraising efforts. United Way funds are used to provide a few scholarships to each site.

Advocacy

Bananas, a child-care resource and referral service founded in 1973, plays a prominent role in advocacy for school-age child care (as well as child care for all ages) and works toward capacity-building through efforts such as staff development/training. In 1991 the agency logged 1,236 requests for assistance in locating school-age care, representing approximately 15 percent of all referral inquiries received that year.

Beginning in 1984, with the Oakland Community Child Care Impact Study, which surveyed about a dozen downtown employers regarding (among other things) the impact of unmet child-care needs on employee productivity, there have been a series of surveys and reports that have had some impact on the development of child-care services in the community. For example, the impact study resulted in the appointment of a city Child Care Advisory Committee (now known as the Child Care Commission), the appointment of a Child Care Coordinator, and the adoption of a written child-care policy. In 1987 the Child Care Advisory Committee undertook a study to assess the needs for child care in Oakland, and found that an additional 13,982 school-age slots were needed immediately, with demand expected to rise sharply by the 1990s. Other studies have estimated that 55 percent of all Oakland children ages 5-14 need care outside the family; this amounts to nearly 25,000 school-age slots. Still other studies have focused on how the state welfare reform program (GAIN), which was accompanied by the latchkey legislation, was implemented by resource and referral agencies, and on child-care worker salaries and benefits. A 1988 blueprint for expanding and increasing the effectiveness of early childhood programs in Oakland was also developed by the Urban Strategies Council.

The Oakland Child Care Commission, a non-policymaking body whose members are appointed by the mayor, and the city's Child Care Coordinator continue to be active in developing child-care resources, especially for city employees, and they work with local businesses to facilitate access to child care for workers. The various Chambers of Commerce in Oakland, while supportive, are not directly involved in child care. One locally based company, Clorox Corporation, makes substantial cash donations to child care, donating $100,000/year until 1991, when the amount was reduced to $50,000 due to the recession.

Culture/Norms

That the Oakland community continues to be actively involved in fostering child-care resources is evident by the formation of a new group, the Commission for Positive Change in the Oakland Public Schools, a joint project of the University-Oakland Metropolitan Forum and the Urban Strategies Council. Yet this is only one of many such collaborations underway -- which bring together university and college resources, business and industry, the schools, and city administration -- all aimed at improving the quality of life in Oakland. These efforts focus not only on the schools and child care, but also on economic development, youth, employment and training, and neighborhood revitalization. Oakland is also one of six cities participating in the Rockefeller Foundation's Persistent Poverty Program, administered locally by the Urban Strategies Council.

Funding

Oakland is a reflection of what is available in most California communities, although cities, school districts, and/or other contracted providers do not necessarily operate systems that parallel OUSD's Child Development Centers. Financing for the CDCs has undergone several major shifts: from the mid-1940s to mid-1960s, the state contributed two-thirds of the CDC revenue and the rest came from parent fees. From the mid-1960s to late 1970s, California relied heavily on federal Title XX monies, which required a state match of 25 percent. In the late 1970s, in opposition to strict child-to-staff ratios and other regulations, the state "bought out" federal child-care contracts and assumed state responsibility for funding the programs. This, then, remains the current funding arrangement. Given the state's recession-afflicted economy, officials are now scurrying to apply for federal support for the expansion of existing programs.

The 1991-92 California General Fund allocation for OUSD's child-care centers exceeds $11.9 million; another $236,000 have been allocated for the latchkey programs. Federal Job Training Partnership Act (JPTA) funds administered by local resource and referral agencies currently subsidize only a small portion of CDC enrollments. Parent fees account for less than 1 percent of the centers' costs. OUSD does not contribute any monies from its own general operating budget, though it is responsible for budget overages resulting from failure to meet contracted child days of enrollment. Full enrollment and children's daily attendance is therefore critical, in that the state reimburses according to the contracted child days filled/used. (Less than four hours/day is counted as half-time; from four to under 6.5 hours as three-quarters time; and from 6.5 to under 10.5 hours/day as full-time.) As staff wages and benefits continue to rise, so too do the pressures to employ less qualified teachers, raise child-to-staff ratios, and increase preschool enrollments by decreasing the numbers of before- and after-school children served (since preschoolers can attend full days, whereas school-age children are only part-timers).

The latchkey programs, created by California's 1985 School-Age Community Child Care Act, increased the number of state-subsidized openings for school-age children in child-care centers by almost 50 percent statewide and created 8,000 openings for children whose families are able to afford the full cost of care. Tied to a state welfare reform program (GAIN) to promote job training/education, the latchkey program was intended to be 50 percent supported by GAIN child-care monies and full fee-paying parents and 50 percent by other state subsidized slots. Although the GAIN program has not panned out the way legislators intended, the state continues to require a 50/50 match of subsidized and full-fee slots. Oakland has not succeeded in obtaining this enrollment mix and operates on a waiver of the requirement. OUSD is currently seeking alternative sources of funding for the latchkey programs.

CDC families and those with subsidized latchkey slots must meet the same income eligibility guidelines (i.e., be at or below 84 percent of the state's median income level for that size of family); most are substantially below the median, and an estimated 40 percent are below the 50 percent mark, which roughly coincides with welfare eligibility. Families pay according to a uniform sliding fee schedule set by the California Department of Education. While there is differentiation between full- and part-time attendance in fees, children regardless of age pay the same amount. CDC families who reach the maximum income levels (100 percent of the state's median) pay full cost ($65/week for part-time care, $135 for full-time) and are given a set amount of time to locate other care. Full fee-paying families pay $2.65/hour or a maximum of $52/week.

Regulations

Community child-care programs serving school-age children, including those operated by vendors on school property, are subject to state licensing regulations; school district-operated programs are exempt. The CDC preschool programs are licensed by the Department of Social Services, Community Care Licensing, but their school-age components are not; nevertheless, funding terms of the state contract require the school-age components to meet the same licensing standards. School-age CDC components and latchkey programs are included in the California Department of Education's Coordinated Compliance Review of the district; both programs are also required to undertake yearly self-reviews and undergo a periodic Program Quality Review by the state. The state maintains two levels of licensing standards, depending on whether the programs serve state-subsidized children. Teachers in all subsidized programs are required to have a Children's Center Permit issued by the Commission on Teacher Preparation and Licensing and are thereby regular certificated employees subject to the same rules and regulations as credentialed teachers. Teachers in nonsubsidized programs need only to have acquired 12 units towards their permit.

Staffing for the school-age programs requires an adult-to-child ratio of 1:14; also, each class of 28 children requires one permit teacher and one paraprofessional. CDC site supervision is performed by site administrators, who have administrative credentials; most site administrators oversee two CDCs, and four of them have additional responsibilities for a latchkey program. Overall authority for the CDCs and latchkeys is vested in OUSD's Early Childhood Department, which is staffed by a director and a program manager who, in turn, report to the Assistant Superintendent for Support Services.

HARRIET TUBMAN CHILD DEVELOPMENT CENTER
Oakland, CA

SPONSOR:
- Oakland Unified School District
- Program founded at this site in 1981

LOCATION:
- Child-care facility
- Across street from Hoover Elementary School (K-4)
- Deteriorating residential area near downtown

CLIENTELE:
- Low-income, working parents or those involved in training/education programs
- Estimated 80% families have incomes below $15K
- Remaining 20% families have incomes in $15-30K range
- 90% of children are African-American, 10% Asian

SERVICES:
- Hours 7:00-10:00 am, 11:45 am-6:00 pm, 5 days/wk
- Open some school holidays and early release days, full summer program

FEES:
- 100% of children receive state-subsidized fees determined by family income and sliding fee scale
- Fees from $5/wk; maximum fee would be $2.65/hr or $52/wk (though no families are at this level)

MOST IMPORTANT PROGRAM GOALS:
- Enrichment & recreation within a family-like environment
- Building self-esteem, ethnic pride, school readiness/success

PROGRAM SPACE:
- Dedicated classrooms in child-care facility
- Playground, shared use of multipurpose room
- Access to Hoover Elementary School's grassy playing field

ENROLLMENT:
- K-3 students only; most entered CDC as preschoolers
- Almost all children attend Hoover Elementary School
- 54 students, K=24, 1st=7, 2nd=15, 3rd=8

STAFFING:
- Child-staff ratio approx. 14:1
- 2.5 teacher FTEs, 35 hrs/wk; 3 aides, 30 hrs/wk
- CDC has site supervisor, 20 hrs/wk

SPECIAL STRENGTHS:
- Excellent facility, equipment, & school district support
- Strong parent, community, & school linkages
- Enrichment curriculum that offers children many choices

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Neighborhood safety, security
- Inability to accommodate more children; long waiting list
- Lack of funding to serve Hoover's 4th graders

Sponsorship

Oakland Unified School District (OUSD) administers the Harriet Tubman Child Development Center (CDC), one of 22 such facilities operated by the district. In addition to before- and after-school care, the center provides full-day child care for ages 3 and above, as well as a formal prekindergarten program.

Program Goals

By providing enrichment and recreation within a home-like environment, Tubman CDC attempts to meet the cognitive and affective needs of school-age children, raise children's levels of multicultural awareness and self-esteem, provide stability in their young lives, and afford children a model of caring adult behavior.

Clientele

Named for the founder of the Underground Railroad, the Harriet Tubman Child Development Center is a magnet ethnic center, whose developmentally appropriate curriculum goals also center on topics of African-American culture.

Of the center's 112 slots, 54 are filled by school-age children, some 90 percent of whom are African-American. An estimated 80 percent of the children's families earn less than $15,000 annually, and the rest have incomes in the $15,000-30,000 range.

Facilities and Equipment

Tubman CDC enjoys a modern facility specifically designed for early childhood care. Previously located in a West Oakland neighborhood, Tubman CDC was relocated to its present site when its affiliated elementary school was closed. The current building was constructed in 1981 across from Hoover Elementary School, a short distance northwest of downtown Oakland, in what is today a poor, somewhat rundown residential area dotted with small single- and multi-family houses. The area surrounding the school and CDC was recently declared a "drug-free zone," and the neighborhood has since made good progress toward recovery. Nevertheless, both the CDC and the school are kept locked, and in the past, the CDC has participated in a few precautionary "lock downs" for brief periods of the day (i.e., the local police requested everyone to remain inside the locked building because of suspected trouble in the neighborhood).

The center's school-age component is located in two large classrooms at one end of the contemporary building, separated from the other end's preschool rooms by a spacious multipurpose room, which is used for providing homework assistance after school and for center-wide gatherings, special celebrations, and parent/community events. Both the kindergarten and primary (grades 1-3) rooms are well-equipped, with materials and furnishings arranged by interest center. Each room contains cooking and bathroom facilities and opens out onto a small, paved, fenced-in playground used exclusively by the school-age program. Across the street is the large, grassy playing field of Hoover Elementary School, available for use by the CDC children for after-school sports activities.

Staffing

The two school-age classrooms are staffed by three teachers (2.5 FTEs) and three instructional aides, all supervised by a site administrator (who also oversees another CDC). The full-time teachers each work 35 hours per week and the aides 30 hours. Educational qualifications range from bachelor's to graduate degrees for the teachers and site administrator, and for the aides, from some college to an associate degree. Starting salaries range from $6.45/hour for instructional aides to $14,869/year for teachers. All staff receive OUSD benefits.

Turnover is virtually nonexistent, although transfers within the CDC system occur occasionally as opportunities arise to "move up" or to increase or decrease work hours. Indeed, the high level of Tubman staff experience is noteworthy: The site administrator has been employed within Oakland's CDC system for over 25 years, 16 of them as a site administrator, coming to the Tubman center a year after it was constructed at this location. Two of the teachers have 14 and 18 years' experience at CDC facilities -- a length of service that they insist has strengthened their commitment and morale, built and molded their professional skills and interests, and increased their exuberance for the children they serve. All but one of the staff members are African-American; all are female.

Services

The school-age component provides both before- and after-school care from 7:00 to 10:00 a.m. and from 11:45 a.m. (for early arrival of kindergartners) to 6:00 p.m., Monday through Friday. It operates on some school holidays and early release days and offers a full-day program throughout the summer vacation. No transportation to or from home is provided, but children are escorted back and forth between the program and Hoover Elementary School. Children participating in the program may also attend any after-school activities held at the school, though few choose to do so.

Activities and Curriculum

A wide range of activities are offered school-age children at Tubman CDC, particularly in the primary classroom. Among these are arts and crafts, construction (blocks, Legos, and various other multi-piece materials), board and card games, cooking, doing homework (with adult assistance, if needed), listening to music, reading, and dramatic play (which is supported by a wide assortment of creative props, including dolls, play furniture, cars/trucks, hairdresser and barber-shop equipment, dressup clothes, etc.). While children in the primary classroom are often grouped by grade level and assigned to undertake a particular activity (e.g., visit the science corner, use the construction area, participate in the cooking session), they are generally free to pursue something else of their own choosing after giving the assigned activity a try. Indeed, the children have much flexibility in determining what to do, and the schedule allows them ample time to experience several different activities each afternoon or to pursue just one activity at length. Especially creative use is made of daily group time, during which storytelling, singing, science, geography, multicultural awareness, and self-esteem activities typically occur.

The kindergarten room also offers arts and crafts, storytelling, and other activities, but the focus for this age-group is on dramatic play. Kindergarten staff also work one-on-one with the children to reinforce their reading and math readiness skills. For the before-school hours, the folding wall that separates the two classrooms is moved back, and the two groups are merged. The groups also are brought together for late-afternoon playground time, with both classrooms sharing a generous cache of inside-outside toys/equipment.

Linkages

Tubman CDC is closely linked to Hoover Elementary School located across the street. All but two of the center's school-age children are enrolled at the school. In effect, the CDC serves as a feeder preschool/magnet program for the school: About half the Tubman children do not live within Hoover's catchment area; rather, upon completion of preschool and prekindergarten at Tubman, their enrollment at Hoover is automatic, which enables them to continue to receive child-care services at the CDC.

Tubman CDC staff and Hoover teachers interact frequently, often during the escorting of children between the two buildings or by telephone or written note. The CDC children also prepare an annual

Thanksgiving feast, to which they invite their Hoover classroom teachers. Continuity between CDC and school is actively fostered, not only by the school district, the proximity of the two facilities, and the almost daily interaction between their staff but also by the fact that most children grow up together in the system -- i.e., they enter Tubman CDC as preschoolers and leave after completing third grade at Hoover.

During the summer, Oakland police, community church organizations, and a local dads' club help organize and support special camp-like activities. A nearby YMCA formerly provided use of its indoor swimming pool, but the facility is now closed for asbestos removal.

Parent Involvement

Because most parents work or attend school, few can volunteer to help out in the classrooms, but many linger to talk informally with staff when they pick up their children at the end of the day. Tubman CDC's parent advisory group helps fundraise and plan special events (e.g., Black History Month). Parents participate in informal program review, and some 60 percent of them attend the center's monthly meetings, where they hear speakers address topics of educational interest and parenting concern and also have an opportunity to become better acquainted with their children's teachers.

Funding

All families of children attending Tubman CDC's before- and after-school program receive subsidized fees based on the sliding fee scale set by the California Department of Education. The fees for nearly 80 percent of the children are paid in full by these state subsidies. An estimated 45 percent of the children's families receive AFDC or other public assistance, and some 85 percent of the children receive free or reduced-price school lunches.

Regulation

Although California regulations do not require Tubman CDC's school-age component to be licensed, state funding guidelines require that it meet state licensing standards.

Evaluation

OUSD guidelines require an annual program self-study, accompanied by the setting of program goals and objectives for the ensuing year. Annual performance review processes for staff also require teachers to set three personal goals they will work toward the following year.

YUK YAU CHILD DEVELOPMENT CENTER
Oakland, CA

SPONSOR:
- Oakland Unified School District
- Program founded at this site in 1982

LOCATION:
- Child-care facility
- Chinatown business district, downtown Oakland
- Across street from Lincoln Elementary School (K-6)

CLIENTELE:
- Low-income, working parents or those involved in training/education programs
- Estimated 60% families have incomes below $15K
- Remaining 40% families have incomes in $15-30K range
- 95% of children are Asian, 5% African-American
- 95% of children come from non-English speaking homes

SERVICES:
- Hours 7:30-9:45 am, 11:30 am-5:30 pm, 5 days/wk
- Open school holidays & summer vacations, early release days

FEES:
- 100% of families receive state-subsidized fees determined by family income and sliding fee scale
- Fees range from $5/wk; maximum fee would be $2.65/hr or $52/wk (though no families are at this level)

MOST IMPORTANT GOALS:
- Supervised environment that promotes growth & learning
- Building English language skills, multicultural awareness, school readiness/success

PROGRAM SPACE:
- Dedicated classrooms in child-care facility
- Shared use of cafeteria & center's playground
- Limited access to public park & Lincoln Elementary School's playground, both across street

ENROLLMENT:
- K-3 students only; most entered CDC as preschoolers
- All children attend Lincoln Elementary School
- 84 students, K=25, 1st-31, 2nd=14, 3rd=14

STAFFING:
- Child-staff ratio approx. 8:1 for K/K-1, 14:1 for gr. 1-3
- 3.5 teacher FTEs, 35 hrs/wk; 5.66 instructional aide FTEs, 30 hrs/wk
- CDC has site supervisor, 20 hrs/wk

SPECIAL STRENGTHS:
- Excellent facility & school district support
- Strong parent, community, & school linkages
- Bilingual, multiethnic staffing reinforces CDC's mission

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Neighborhood safety, security
- Inability to accommodate more children; long waiting list
- Lack of funding to provide more assistance to LEP parents

Sponsorship

Oakland Unified School District (OUSD) administers the Yuk Yau Child Development Center (CDC), one of 22 such facilities operated by the district. In addition to before- and after-school care, the center provides full-day child care for ages 3 and above, as well as a formal prekindergarten program.

Program Goals

Yuk Yau (which in Cantonese means "the education of young children") seeks to provide an environment that encourages growth and learning by focusing on developmentally appropriate activities, language arts, and multicultural education. Preparing Asian children for full participation in American society is the overarching purpose of this magnet ethnic center. The CDC's targeted emphases for 1991-92 are (1) furthering children's English language skills, and (2) working on multicultural and anti-bias approaches to improve children's self-esteem and sensitivity to other races.

Clientele

Of the center's 122 slots, 84 are filled by school-age children, most of whom entered the CDC as preschoolers. (For example, in 1991-92, only six new preschoolers were admitted to the center out of over 500 applicants, and no slots for school-age children from outside the CDC opened up, since all 26 preschoolers continued at the center upon entering kindergarten and first grade.) Some 95 percent of the children are Asian, about 55 percent of them Cantonese and 45 percent Vietnamese. Originally, the center was nearly all Cantonese, but shifts in immigration patterns and the pressing child-care needs of both communities has resulted in the present mix. All the Asian children come from non-English speaking homes, but they learn English as they move up through the CDC's bilingual environment from age 3. An estimated 60 percent of the children come from families whose annual income is below $15,000, and the remaining 40 percent of the families fall in the $15,000-30,000 income range. Many of the parents work in minimum-wage jobs, including the hotel and restaurant industry; they work hard, often hold more than one job at a time, and many support extended families who have little or no other source of income.

Facilities and Equipment

Yuk Yau CDC boasts an innovative, modern facility (designed by University of California/Berkeley architecture students who surveyed the Chinatown community concerning their wishes) that features an exposed steel-frame ceiling resembling an erector set and accommodates a completely moveable interior wall system; a small, sunken theatre-in-the-round opposite the main entrance; and lofts, one in the K/K-1 room as a special toy/play area, the other in the primary grades (1-3) room where it houses the computer station.

School-age children are accommodated in two large classrooms separated by a movable wall; their combined area represents approximately one-half the building's entire floorspace. Both rooms open out onto the CDC's large, fenced-in playground. The primary (grades 1-3) room is equipped with a full kitchen, children's restrooms, lockers for each child's belongings, piano; its interest-area arrangement is enhanced by a sunken reading/dramatic play nook and the computer loft. Materials, though somewhat sparse, include many games of logic and skill (e.g., chess). The K/K-1 room, also arranged according to interest-centers, is cheerfully decorated and well-equipped with age-appropriate toys and materials; it also has its own computer. K/K-1 children usually eat in the CDC's "cafeteria," a small adjoining room.

Staffing

The school-age classrooms are staffed by four teachers (3.5 FTEs), who work a total of 122.5 hours/week, with 5.66 FTE instructional aide support. Staff are supervised by a site administrator (who also oversees another CDC). Educational qualifications range from Child Development Associate training to a graduate degree. Starting compensation ranges from $6.45/hour for aides to $14,869/year for teachers. All staff receive OUSD benefits. All but two of the school-age staff (the African-American head teacher and a white teacher) are Asian; all except the head teacher are female. Turnover is low and mostly limited to transfers between CDCs.

Services

Yuk Yau CDC provides school-age care both before and after school, from 7:30 to 9:45 a.m. and from 11:30 a.m. (for early arrival of kindergartners) to 5:30 p.m., Monday through Friday. The center also provides care during school holidays and summer vacations and on teacher in-service days. No transportation is provided, but CDC staff escort the children back and forth between the program and Lincoln Elementary School. Children enrolled at the CDC can also participate in any after-school activities held on the schoolgrounds (e.g., those offered by Parks and Recreation), but few choose to do so.

Activities and Curriculum

Kindergartners and combined kindergarten-grade 1 students share a classroom; however, they spend before-school hours in the primary room with the older children, and the two rooms are merged for activity time three days a week. They also share common playground times. Younger children's activities include naptime, arts and crafts, and free play, but the nucleus of the K/K-1 school readiness curriculum is English language acquisition -- assuring that English becomes the child's dominant language. The smoothness and ease of children's transition to English dominance is taken very seriously at Yuk Yau: The site administrator and staff believe it is imperative for the children's success at school and in the world at large, a conviction strongly shared by their immigrant parents, many of whom speak little or no English themselves.

The primary classroom offers a broad range of traditional after-school activities with some attention to encouraging children to write, draw, learn to skillfully play thought-provoking games, and use the computer's recreational and educational software. While the head teacher attempts to provide a "controlled open environment with about 70 percent looseness," given the large number of eager youngsters at one time (from 45 to 84), children are typically assigned to one of several simultaneous activities. Grouping is accomplished in three ways: by interest, random selection, and weekly schedules that rotate children in an effort to ensure that each gets exposed to all kinds of activities and that all learn to work alongside each other. On Fridays, children enjoy an unstructured afternoon -- i.e., they are free to generate their own fun.

Linkages

Yuk Yau CDC is closely linked to the Lincoln Elementary School across the street. All the center's school-age children are enrolled at the school, and in effect, the CDC acts as a feeder preschool/magnet program for the school: Only about 10 percent of the Yuk Yau children live within Lincoln's catchment area; upon their completion of preschool and prekindergarten at Yuk Yau, they automatically are enrolled at Lincoln to allow them to continue receiving child-care services at the CDC.

Yuk Yau staff and Lincoln teachers interact frequently, often during the escorting of children between the two buildings or by telephone or written message. A joint child study team meets monthly to allow for more formal coordination of the two programs; the head teacher for school-age children participates in this forum. Continuity between Yuk Yau and Lincoln is actively fostered by the school district, the proximity of the two buildings, frequent interactions among staff, and the fact that most Yuk Yau children grow up together in the system believing that the CDC and school are one.

Yuk Yau enjoys strong support not only from Lincoln's principal but also from the local community. During Chinese New Year, the center moves aside its interior walls and hosts a gala celebration, complete with a potluck for 500 people. Some voluntary donations, mostly from local Asian-owned companies, are also received from time to time. Further community linkage is strengthened by most Yuk Yau school-age children attending either Chinese or Vietnamese schools; some children wait until they are beyond CDC eligibility (after third grade) to enroll in the late afternoon and/or Saturday ethnic schools, but others begin while still attending Yuk Yau. The importance of community service is also impressed upon the children: School-age children help prepare and deliver Christmas meals to the homeless in cooperation with a local charity.

Parent Involvement

Yuk Yau parents value education and see it as a way to success and jobs. For them, this program is a first step in that direction for their children. They emphatically support the center's focus on English language acquisition and volunteer whenever their work schedules permit; with minimal prodding by the site administrator, 80 percent of them attend the monthly parent meetings. Parents also routinely help fundraise and plan for special events or celebrations. Regularly scheduled parent conferences are held twice a year, but parents and/or extended family members often linger to talk with staff when they pick up their children at the end of the day. While some attempt is made to meet the referral needs of families and to act as intermediary with community agencies and the school, the center's resources are inadequate for the scope of assistance necessary.

Funding

All families of children attending Yuk Yau CDC's school-age program receive state subsidized fees based on the sliding fee scale distributed annually by the California Department of Education. The fees for nearly 97 percent of the children are subsidized in full. An estimated 65 percent of the children's families receive AFDC or other public assistance, and some 90 percent of the children receive free or reduced-price school lunches.

Regulation

Although California regulations do not require the school-age component of CDCs to be licensed, state funding guidelines require that the school-age child care programs meet state licensing standards.

Evaluation

OUSD guidelines require an annual program self-study, accompanied by the setting of program goals and objectives for the ensuing year. Annual performance review processes for staff also require teachers to set three personal goals that they will work toward the following year.

BEFORE- AND AFTER-SCHOOL PROGRAM AT HOWARD ELEMENTARY SCHOOL

Oakland, CA

SPONSOR:
- Oakland Unified School District
- Program founded at this site in 1986

LOCATION:
- Howard Elementary School (K-6)
- Middle-class neighborhood, Oakland hills

CLIENTELE:
- Mostly low-income, working parents or those involved in training/education programs
- Estimated 66% families have incomes below $15K
- Remaining 34% families have incomes in $15-30K range
- 90% of children are African-American, 10% White

SERVICES:
- Hours 7:30-10:00 am, 12:00-5:45 pm, 5 days/wk
- Open school & summer vacations, early release days

FEES:
- 98% of families receive state subsidized fees determined by family income and sliding fee scale
- Fees range from $5/wk; maximum fee for full-fee paying family is $2.65/hr or $52/wk
- There is a 15/hr/wk minimum enrollment for children during academic year

MOST IMPORTANT PROGRAM GOAL:
- Enrichment within a warm, safe environment
- Building children's self-esteem, multicultural awareness, school readiness/success

PROGRAM SPACE:
- Dedicated classroom within Howard Elementary School
- School playground, limited access to multipurpose room

ENROLLMENT:
- Howard Elementary School K-3 students only
- AM: 15 students, K=10, 1st=2, 2nd=1, 3rd=2
- PM: 30 students, K=10, 1st=9, 2nd=8, 3rd=3

STAFFING:
- Child-staff ratio approx. 10:1
- 1 head teacher, 35 hrs/wk; 1 part-time teacher, 20 hrs/wk; 1 instructional aide, 20 hrs/wk
- Program also has site supervisor, 10 hrs/wk

SPECIAL STRENGTHS:
- Program meets needs of children, parents, & school
- Strong parent, community, & school linkages/support

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Uncertainty of continued funding by OUSD
- Location of school/program -- isolation from children's neighborhoods, lack of transportation, safety concerns
- Limited playground equipment

Sponsorship

Oakland Unified School District (OUSD) administers this before- and after-school program at Howard Elementary School, one of only four latchkey programs operated by the district. The Howard program is overseen by a Child Development Center (CDC) site administrator.

Program Goals

The Howard latchkey program aims at providing enrichment within a warm, safe environment. This includes supporting the work of the school by reinforcing classroom learning and providing additional creative stimulation. It also includes meeting the developmental needs of the whole child, providing recreational activities after school, building children's self-esteem, and promoting multicultural values. The program also strives to support the needs of parents, both by providing good child care and by acting as community advocates for the families.

Clientele

Howard's before- and after-school program primarily serves low-income, working parents or those enrolled in job training or educational programs. Of the 30 children who attend the program, some two-thirds come from households with annual incomes under $15,000; the other families are in the $15,000-30,000 range (except for two dual-professional families). This reflects the economic diversity of the neighborhoods Howard Elementary School serves -- i.e., families from the flatlands (very low-income neighborhood), the school's immediate hilltop vicinity (solidly middle-class and professional families), and the transitional (mixed income) neighborhoods lying between the two.

Some 90 percent of the before- and after-school children are African-American, also reflective of the population the school currently serves.

Facilities and Equipment

Howard Elementary School, a one-story, somewhat sprawling U-shaped building constructed in the late 1960s, houses the child-care program. The well-kept school sits atop a hillside, at the eastern edges of the city and the southern reaches of the pricey and fashionable Oakland Hills area. The program itself is located in a dedicated classroom; the room's placement (right-side top of the U) allows for easy entrance and egress by parents. The spacious classroom is cheerfully painted and decorated, divided into interest areas, and furnished with child-size tables and chairs like those commonly found in classrooms. Equipment includes a refrigerator, sink, and small counter area with a hot-plate for cooking.

The program uses the school's playground, which has little grass, no swings, and only limited climbing equipment in poor condition; a small supply of portable program materials/equipment helps alleviate this shortcoming. During inclement weather, the children also have access to the school's multipurpose room.

Staffing

The before- and after-school program is staffed by a full-time head teacher, who holds an associate degree in religion and is currently working on his bachelor's in counseling; a part-time teacher, who works 20 hours/week and has over 30 years' teaching experience; and an instructional aide, who also works 20 hours/week in the program but spends the other half of her day as the school's Chapter 1 mathematics tutor. (Interestingly, the head teacher received his training at Harriet Tubman Child Development Center; the aide has served at Howard Elementary School for over 26 years and with the child-care program since soon after its inception.) Both teachers are African-American, the aide white; the head teacher is male. Starting compensation ranges from $6.45/hour for the aide position to $14,869/year for teachers. All staff receive OUSD benefits.

The program is supervised by a CDC site administrator, who spends approximately 10 hours/week at the Howard latchkey program in addition to his full-time responsibilities at two CDCs. The site administrator perceives his role as providing direction and educational quality control consistent with OUSD/CDC standards, acting as primary liaison between the program and the host school, and devising/implementing strategies to advocate for parents. (Coincidentally, he also serves as an appointed commissioner on the Oakland Child Care Commission.)

Services

Howard's latchkey program provides before-school care from 7:30 to 10:00 a.m., Monday through Friday, and after-school care from noon (for early arrival of kindergartners) to 5:45 p.m. The program also operates on school vacations and early release days and provides a camp-like environment throughout the summer vacation. No transportation is provided by OUSD, and public transportation to the school's remote hilltop location is inadequate for the early morning/late afternoon program.

As a result, older siblings often bring children to school in the morning, and parents find ways for picking up their children at the end of day.

Activities and Curriculum

The program's daily schedule includes two or three planned activities in the before-school hours and six or seven activity options in the afternoon. Activities include those that are typically offered in school-age child-care programs -- arts and crafts, board games, construction activities (blocks, Legos, etc.), puzzles, coloring, reading, working on special projects, and doing homework -- but also incorporate adult-directed opportunities for reinforcing school learning, such as reading and mathematics drills, in which the children enthusiastically participate. Consistent with the program's goals of building self-esteem and sensitivity to others, the children take great pride in individually reading aloud (whenever "so moved") the contents of a prominently displayed poster -- a statement of children's rights within the classroom, which affirms their right to be happy and treated with compassion while in the room, to be themselves and be treated fairly, to be physically safe, to hear and be heard, and to learn about oneself by freely expressing feelings and opinions without interruption or punishment.

Linkages

The program is closely linked to Howard Elementary School, not just because it is located within the school itself (though both the program staff and the school principal believe the on-site presence is critical) but also because staff of both organizations make daily interaction and communication a high priority. Children's teachers drop by to chat with program staff about particular problems or new topics the children are learning about; the program's site administrator and head teacher interact almost daily with the principal. Even the children interviewed in this study find it difficult to separate what goes on at school from what the child-care program is all about. Indeed, the staff of both programs perceive the before- and after-school program to be an integral part of the school.

Parent Involvement

Parent and community support for the program is very strong. Last year, when the program was threatened with closure due to OUSD financial constraints, parents and the larger Oakland community came to the program's rescue, successfully pressuring the district to continue the latchkey program and to find other ways of financing it. Parents sometimes volunteer to help in the classroom, often provide extra resources and materials, and occasionally help fundraise. The monthly parent advisory board meetings are used for addressing topics related to parenting education and advocacy. Parents also complete an annual questionnaire that solicits their feedback about the program and collects input concerning their own and their children's needs.

Funding

The state's sliding fee scale applies to the Howard before- and after-school program, though unlike the CDCs, it is permitted to accept full fee-paying families if the waiting list has no low-income families who qualify for state subsidies. Nevertheless, fully 98 percent of all latchkey families receive subsidized slots; an estimated two-thirds of these families receive AFDC or other public assistance. Some 93 percent of the program's children receive free or reduced price lunches. Only two families (7 percent of the enrollment) pay the full rate.

Regulation

Although California regulations do not require district-operated school-age child care programs to be licensed, state funding guidelines require that they meet licensing standards.

Evaluation

OUSD central office staff routinely visit the program several times each year and provide feedback. District guidelines also require that latchkey teachers be formally evaluated every other year and instructional aides annually.

Y-KIDS CARE PROGRAM AT PIEDMONT AVENUE SCHOOL
Oakland, CA

SPONSOR:
- Oakland YMCA
- Program founded at this site in 1986

LOCATION:
- On grounds of Piedmont Avenue School (K-6)
- Mixed commercial & middle-class neighborhood near downtown

CLIENTELE:
- Working parents, many of whom are single parents
- Estimated 4% families have incomes below $15K
- Estimated 80% families have incomes in $15-30K range
- Remaining 16% families have incomes in $30-50K range
- 90% of children are African-American, 8% White, 2% Asian & Other

SERVICES:
- Hours 7:00-10:00 am, 12:00-6:00 pm, 5 days/wk
- Open school vacations & early release days, some school holidays
- Separate summer program provided by YMCA

FEES:
- Fees based on hours of service, number of children from each family
- Typical fees: Before school, $88.50/mo; before-and-after school, $259.50/mo; Ks after-school, $309.50/mo
- Annual processing fee, $10/family, plus annual membership fee, $30/child

MOST IMPORTANT PROGRAM GOAL:
- Provide nurturing, socially interactive environment in family-like, supervised setting

PROGRAM SPACE:
- Dedicated modular classroom on playground of Piedmont Avenue School
- Use of school's multipurpose room, playground; limited use of school's kitchen

ENROLLMENT:
- Piedmont Avenue School students only
- AM: 17 students, 1st=4, 2nd=2, 3rd=2, 4th=4, 5th=3, 6th=2
- PM: 24 students, K=2, 1st=4, 2nd=3, 3rd=5, 4th=5, 5th=3, 6th=2

STAFFING:
- Child-staff ratio approx. 11:1
- Teacher/site director, 40 hrs/wk; recreation leader, 40 hrs/wk

SPECIAL STRENGTHS:
- Child-driven curriculum with much flexibility, choice for children; unique programming features
- Small size of program, K-6 enrollment policy, & curriculum contribute to supportive, family-like nature of program
- Strong parent, community, & school linkages/support

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Inadequate program space, no plumbing (sinks, toilets)
- Shortage of program materials, playground equipment
- Lack of sliding fee scale or other subsidies to enable children from low-income families to attend

Sponsorship

Y-Kids Care, located on the grounds of the Piedmont Avenue School, is operated by the YMCA. It is one of six before- and after-school programs offered by the Oakland YMCA and supervised by a program director who oversees other Oakland and East Bay programs. The school-YMCA relationship is formalized by an annual contract between the YMCA and Oakland Unified School District (OUSD).

Program Goals

The program's primary goals are to provide a positive, nurturing, socially interactive family-like environment -- a safe, supervised, loosely-structured setting in which children can have fun.

Clientele

Y-Kids Care serves some 30 students of the Piedmont Avenue School, 17 in the before-school hours and 24 in the after-school component. One-third of the children are enrolled in grades 4-6, and almost two-thirds are girls. Some 80 percent of the children are African-American, and a similar proportion come from families with incomes in the $15,000-30,000 range. Only 1 percent of the program's families receive AFDC or other public assistance, and none of the children receive free or reduced-price school lunches. All the parents work, and many are single parents. According to the school's principal, Y-Kids Care enrollment reflects the ethnic composition of the school population but not the poverty level of families: Overall, about half the school's families are AFDC recipients; 44 percent of the student body receives free or reduced-price school lunches; and 9 percent of the children are limited-English-proficient.

Piedmont Avenue School is situated in a mixed commercial-residential neighborhood; the immediate streets surrounding the school are dotted with small stores and shops, as well as modest homes with tidy lawns and narrow lots. However, the presence of an OUSD-operated CDC adjacent to the school's playground results in the Y-Kids Care program serving many families who reside in less safe or well-functioning neighborhoods outside the school's catchment area.

Facilities and Equipment

Y-Kids Care is located in a one-room portable classroom, the center unit in a row of five attached, identical wood-frame structures that stand behind the school and border the playground. The approximately 15-year-old, well-maintained facility provides dedicated space for the program, but it has no running water (no sink, toilet, or drinking water supply). The sparsely furnished interior contains a cardtable and stools for playing board games; plastic cushions that children use when sitting on the floor; a thick area rug that covers about one-sixth the room and is a favorite lounging and game area; and two long tables with child-sized chairs. There is also a small closet for storing materials, a large refrigerator, and a corner snack-preparation area. Although games, puzzles, books, and other materials are not plentiful, they are in constant use. With even half the children inside the room, little floor space remains; moreover, the wooden walls reflect rather than absorb the sounds of happy play and youthful camaraderie, resulting in a noise level that sometimes makes it difficult to concentrate on homework.

Y-Kids Care makes extensive use of the school's spacious concrete, fenced-in playground. Equipped with basketball hoops, volley- and tether-ball poles, a very large wooden climbing apparatus, four metal climbing structures, and monkey-bars, the playground is reportedly one of the school district's finest. In addition, picnic tables placed in a corner of the playground provide space for homework, board games, or quiet conversations, and program equipment such as hula-hoops, jumpropes, and balls are brought outside. The school's multipurpose room (which until three years ago housed the program) is used twice a week for dance classes and at other times for large indoor activities. The school's kitchen can also be used for baking (by prior arrangement with kitchen staff). Children attending the after-school program use toilets at the back of the school (ground-level, outside-access only, originally intended for children using the playground). For safety reasons, children use these facilities in two's, in small groups, or with an adult.

Staffing

Y-Kids Care is staffed by a teacher/site director and a recreation leader, both of whom work 40 hours/week. The teacher holds an associate's degree in early childhood, and the recreation leader (who immigrated to the Bay Area from Ghana some eight years ago) is a high school graduate. Starting compensation ranges from $6/hour for the recreation leader to $900/month for the teacher/site director, and both receive full benefits from the YMCA. Both are African-American; the teacher is female, the recreation leader a male.

Services

The Piedmont Avenue program operates from 7:00 to 10:00 a.m. and noon (for the early return of kindergartners) to 6:00 p.m., Monday through Friday. It also provides care during school vacations and early release days and on some school holidays. A separate summer program is offered by the YMCA at a different location.

Activities and Curriculum

The Y-Kids Care curriculum is not designed to provide enrichment aimed at directly supporting school learning. Rather, the program promotes the development of other kinds of skills, social competencies, outdoor activities, and child-initiated undertakings. The site director emphasizes that "Everything a child does is educational, so we don't need to get hung up with Dinosaur Week to make sure they are learning." Children are encouraged to suggest activities, and spontaneity and free choice are valued. For example, when children learned that the recreation teacher spoke French, they demanded French lessons; when they heard him playing the piano, they asked to be taught how to play; when they saw the teacher quilting, they asked to learn how to sew and quilt. Children are also free to "hang out" together or to become engrossed in a book for the entire afternoon, if they wish. Two days each week children are responsible for their own schedules: On "Talent Tuesday" children develop/create their own special talent and "present" before the entire group; on "Super Friday" they bring in a favorite toy, game, or book from home to share with others.

Surely the most unique feature of the curriculum -- and a big hit with the children -- is African dance, offered (but not required) twice weekly and also open to Piedmont Avenue children who do not attend Y-Kids Care. The recreation leader's choreography blends traditional African and modern African-American movements and is set to the beating of African drums. Rehearsing and molding the children into a "troupe," program staff then involve parents in helping with costuming and scenery. The annual performance packs the school's multipurpose room with parents, students, and community members and leads to numerous invitations from organizations around the Bay Area for the children's troop to perform at other events.

Linkages

Ties between the school and program are strong. The Piedmont Avenue School principal perceives that the Y-Kids Care program is an adjunct of and important to the school's overall educational mission, that children attending the program do better at school than those who have no such opportunities. The principal assumes responsibility for keeping the Y-Kids Care site director abreast of school happenings and for providing unofficial guidance and support. Classroom teachers and program staff communicate by handwritten note or telephone, and the site director attempts to act as liaison and advocate between school and children and between school and parents.

Parent Involvement

Parent and community support for this program is also strong. When it appeared that the 1991-92 contract might be opened up to other competitors, Y-Kids Care successfully mustered strong parent, community, and school support to retain the contract. Among the many letters from parents were those attesting to the quality of care afforded by the program; many also feared that fees under a new vendor would increase and make the program unaffordable to single parents and families with modest incomes, and several claimed that the special relationships built between their children and Y-Kids Care staff could not possibly be duplicated by some other provider. Commented one parent, "If [these staff members] were operating a program on a street corner, my son would be enrolled in it."

The Y-Kids Care site director believes that it is her responsibility to "connect" with parents, to build a strong linkage between home and program and to take the lead in helping parents learn what to expect from the program, how to interact with staff, or how to approach the school about a problem. Monthly parent meetings enjoy good turnout (many also bring their children); the principal reports that many of these same parents are thus encouraged to also attend the school's PTA meetings.

Funding

This is a fee-based program; each YMCA site is expected to be self-sustaining. Fees are based on the number of hours utilized daily (e.g., for three hours/day, $158.50/month; for five hours/day, $259.50/month), plus an annual processing fee of $10 per family and a membership fee of $30 for each child. While no sliding fee scale is available, siblings receive a 20 percent discount, and some limited scholarship assistance is available through YMCA fundraising efforts. The program is also eligible to enroll children whose families qualify for federal child-care subsidies (e.g., JTPA), though currently only one child is being subsidized in this manner. In addition to salaries, fringe benefits, and program materials, the fees must also cover the cost of rent (to OUSD), utilities, and insurance. The school provides use of its copying machine and a TV/VCR when requested.

Regulation

In accordance with California law for governing vendor-operated programs in schools, the Y-Kids Care program is licensed.

Evaluation

Ongoing feedback is provided by parents, children, the school principal, and the Oakland YMCA program director who supervises the program. In addition, each spring the site director sends parents a questionnaire asking them to identify the program's three primary strengths and three areas of weakness. The results are then used for fall program planning.

BEFORE- AND AFTER-SCHOOL CARE IN MIAMI, FLORIDA

Public School Setting

A single school district serves all of Dade County. The fourth largest district in the United States, Dade County School District has 304,287 students, 278 schools, and a $2.4 billion budget. Another 46,000 students are enrolled in 480 private schools. Over the past five years, public school enrollment has increased nearly 20 percent. Although the schools face tremendous challenges due to the influx of non-English speaking and low-income families, as well as budgetary issues, the quality of the public schools is described as a resource to the growing international business community.

The four school-age child-care programs visited are all located in Miami. Winston Park Elementary School is located southwest of downtown Miami in a suburban, middle-class area of single-family homes, condominiums, and apartments. Also located south of downtown Miami, the Satellite Learning Center provides school-age child care in the small school building on the grounds of the American Bankers Insurance Group, situated just off a major highway and in an area of modest single-family homes. Broadmoor Elementary School is located north of downtown Miami in a modest residential neighborhood known as Liberty City. Centro Mater is located near downtown Miami in a poor neighborhood known as Little Havana.

Demographics

Dade County covers 1,955 square miles, includes 26 municipalities, and is home to 1.9 million people. By 1995, the population is expected to exceed 2 million. More than half the Dade County residents live in unincorporated areas that expanded by nearly 30 percent in the 1980s. Residents come from every state, and about 40 percent were born outside the United States: 49 percent are Hispanic, 30 percent are white, and 21 percent are African-American, according to the 1990 census. Some 21 percent of the county's residents are under the age of 15, though this varies dramatically from municipality to municipality. Dade County, particularly Miami, has seen tremendous growth and positive change, but many neighborhoods remain unsafe due to crime, racial tensions, and drugs.

Labor Market

The largest share of the county's employment is in the trade and service industries (over 50 percent), followed by manufacturing (now in decline), finance, insurance, and real estate. A relatively low unemployment rate in 1990 (6.7 percent) has given way to a 9.5 percent rate as of December 1991. This economic downturn is largely due to job losses in the banking and transportation (airline) industries. Labor force participation by women is increasing; it reached 48 percent in 1980 and is expected to climb to 50 percent by the end of the century.

Policy Climate

School-age child-care programs in Dade County have experienced tremendous growth since 1981, when there were only 29 programs operating in the community schools, under the auspices of Dade County School District's Division of Adult and Community Education, and a small, undetermined number of programs operated by other organizations. Most of this growth has involved the public schools, although a few programs (estimated at under 25) continue to operate in private schools, community centers or parks, churches, or YMCA facilities.

As of spring 1991, the Division of Adult and Community Education coordinated programs based in 174 of the 184 elementary schools. All 174 schools provide after-school programs and 77 also have before-school components. Approximately 18,000 children (i.e., 10.7 percent of the elementary school population) are served by these programs, including some 770 children with special needs who are enrolled in 76 of the programs. About two-thirds of the before-school and half of the after-school programs are supervised by the building principal or through community school-operated programs. (Community schools, a subset of Dade County's public schools, are operated by the district's Division of Adult and Community Education; they provide day and evening educational programming for the community, in addition to their traditional K-12 educational mission.)

The remainder of the school-age child-care programs are operated by three school-allied, private non-profit agencies (the Family Christian Association of America, the YMCA, and the YWCA) under an agreement that allows them to use the school buildings at no charge. A few after-school programs are offered at a facility near or adjacent to the school by a private organization or agency. While most of the programs operate during the summer, only about 29 schools provide care on teacher planning days, and 21 operate during school vacations.

This rapid expansion may be traced to a 1982 decision by the school board to expand beyond the programs operated at community school sites and provide space for after-school care in each elementary school building. Under this model, principals were offered the option of either taking direct responsibility for operating a program when more than 100 children were enrolled or entering into a cooperative agreement with an approved school-allied agency. In 1987, the school board voted to expand services to include before-school care.

In the past few years, the pattern has been that programs are initiated by school-allied agencies at public school locations where parent interest has been relatively low; these agencies are more willing and able to try building parent support, whereas new principal-operated programs are generally begun only when there are already large concentrations of parents seeking these services. Once a new program is established and its enrollment reaches 100, the principal may choose to operate the program her-/himself. In any event, it is the principal who decides whether school-age child care will be offered in a regular public school, and each principal has discretion in the role she/he chooses to play: Some allow limited access to school facilities and have very little involvement with program operations; others not only run the programs, but they permit full use of school facilities and work to integrate school-age child care into their regular school programs. Community schools, however, by definition offer before- and/or after-school care under the supervision/operation of the assistant principal for community education.

Advocacy

School-age child-care services have grown dramatically over the past six years in Florida. For example, since 1985 the mailing list for a newsletter for school-age child-care providers published by the Florida School-Age Child Care Coalition has grown from 30 to over 1400 members. This growth can be traced to a number of factors: the awarding of small incentive grants by the state Department of Education, Health and Rehabilitative Services, Parks and Recreation; a requirement of the state Department of Education that local community education programs make some provision for school-age child care as a condition of funding; and the funding of a state resource project that developed various promotional activities.

Because organizations like the coalition receive state funding, they do not engage in activities that could be defined as political advocacy or lobbying. Rather, they promote awareness of the need for school-age child care across the state, serve as a sounding board for different points of view, and provide training opportunities for child-care providers through conferences. Latchkey Services for Children, Inc., based in Clearwater, Florida, facilitates the development of technical assistance and training resources for child-care providers, in part through a state HRS Dependent Child Care Planning and Development Grant. The director of school-age child-care programs for the Dade County public schools has recently agreed to assist in this project as the regional resource center for southern Florida's school-age child-care providers. In addition, the state's Dependent Child Care grant helps the school district offer an annual regional conference on school-age child care, which serves as an important training event for child-care workers.

With the basic approach to the funding of child-care services already developed by the school district in cooperation with area community-based agencies, advocacy in Dade County is primarily focused on managing rapid growth and developing procedures to maintain the model as it is currently designed. The school district and the agencies perceive their advocacy roles to include (1) obtaining additional funding to serve children with special needs and those from economically disadvantaged families, (2) identifying staff to work in the programs, and (3) monitoring and improving the quality of programs operated in the public schools. Agency-operated programs see the need to work on relationships with principals and school staff to gain more access to building facilities, particularly during school vacations. Efforts to deal with these issues have been undertaken by managers operating within each of the participating organizations and by the Children's Resource Center at Miami-Dade Community College.

In addition, the Child Care Committee of the Greater Miami Chamber of Commerce actively promotes the advantages of providing employee benefit options for child care and works towards expanding the Dade County Public School's Satellite Learning Centers (schools within the workplace) that include before- and after-school care.

Culture/Norms

The need for school-age child care is commonly linked by school officials to a growth in the number of families with both parents working, more single-parent families, and fewer community resources for child care during after-school hours. Although a tutoring program was observed at one program, the overall emphasis of the three school-based programs visited in Miami appears to be on meeting parents' needs for safe and supervised care for their elementary school children after regular school hours. The Little Havana neighborhood center program similarly is concerned with meeting parents' needs for supervised child care, but its focus is somewhat broader -- on the needs of the whole family and the prevention of school failure.

Funding

Programs operated through the public schools must be self-supporting (staff, snacks, supplies, and materials) from the fees paid by parents. Fees vary throughout the district, ranging from $10 to $25 a week for after-school care and $8 to $10 per week for before-school care, depending on the type of program and staffing patterns. Eighty percent of all fees collected as part of community school- and principal-operated programs are returned to the schools for direct operation of the programs; 10 percent is deposited into the district's general fund, with a portion of this revenue being used to cover the costs of clerks for each of the programs; and 10 percent is distributed to programs located in low-income areas of the county to provide scholarships, fund exceptional student education needs, and support other community education programs. Daily snacks are provided for public school-based programs by the school district, and the program or allied agency is billed 50 cents per child. The school district provides the facilities and janitorial services for all school-based programs (including allied-agency operated ones) free of charge.

Federal funds (Title IVA, Title XX), administered at the state level by the Department of Health and Rehabilitative Services (HRS), are managed at the county level by the Department of Human Resources. These funds are awarded to Dade County's public schools on an "open contract" basis and through independent contracts issued to school-allied agencies that qualify for participation. The monies are used to subsidize the enrollment fees of children from income-eligible families attending these contracted programs. The only slots currently being filled are for AFDC recipients who are working. Selected programs may also accept fee subsidies from the YWCA to serve children of federally-funded Job Training Partnership Act (JTPA) program participants. United Way funds have also been used by school-allied agencies to provide scholarships to children from families experiencing economic hardship.

Regulations

State regulations require that school-age child-care programs not directly operated by a school district be licensed by HRS. At the time the licensing legislation was promulgated, the Dade County School District elected to require all principal- and community school-operated programs to meet licensing requirements even though they were technically exempt. Later, when Title XX funds became available and restricted eligibility to licensed programs, the district-operated programs were ready to participate in the fee subsidies to low-income families. All programs operate under state Child Care Standards in the following areas: personnel, including background checks, minimum age requirements, and staff/child ratios; physical facilities, including fence requirements; first-aid treatment and emergency procedures; communicable disease control; nutrition, food preparation and food service requirements; admission and record keeping, including posting of key forms such as school floor map, fire evacuation plan and fire drill record, emergency numbers, and written plans of activities.

Current regulations require that staff complete a 20-hour introductory course and 8 hours of inservice training annually in any of 15 areas (e.g., health and safety, behavior management, design and use of space, program curriculum and activities). Newly passed legislation will increase the number of training hours for all child-care personnel from 20 to 30 hours, effective 10/1/92. A proposed requirement that each facility have at least one staff person with a Child Development Associate (CDA) credential or equivalent for every 20 children was not included in the final legislation because of the perceived inappropriateness of the preschool rather than school-age focus of the credential.

The required introductory and inservice training is offered cooperatively by Miami-Dade Community College and the school district through its Division of Adult and Community Education. Credit is also awarded for attendance at the regional school-age child-care conferences sponsored by the district. Staff from each of the allied-agency sponsored programs also attend these classes in addition to the training activities sponsored by their respective organizations.

WINSTON PARK ELEMENTARY SCHOOL
BEFORE- AND AFTER-SCHOOL PROGRAM
Miami, FL

SPONSOR:
-- Dade County School District
-- Administered by school principal
-- Program founded in 1988

LOCATION:
-- Winston Park Elementary School (K-5)
-- Southwest Miami suburb
-- Middle-class neighborhood

CLIENTELE:
-- Primarily middle-class, working parents
-- Estimated 70% families have incomes in $15-30K range;
-- Remaining 30% families have incomes of $30K or more
-- 35% of children are White, 58% Hispanic, 6% African-American, 1% Other

SERVICES:
-- Hours 7:00-8:20 am, 2:00-6:00 pm, 5 days/wk
-- Closed school vacations, summer breaks, teacher planning days
-- Open during school's summer session

FEES:
-- Before-school, $8/wk; after-school, $23/wk
-- School reduces fees 50% for income-eligible
-- Discounts for children who attend schoolwide enrichment activities

MOST IMPORTANT PROGRAM GOAL:
-- Supervision -- a safe & productive environment for children

PROGRAM SPACE:
-- Full use of school facilities (except for kitchen)
-- Program office adjacent to the school's main office

ENROLLMENT:
-- Winston Park Elementary School students only
-- AM: 56 students, K=11, 1st=22, 2nd=8, 3rd=6, 4th=6, 5th=3
-- PM: 158 students, K=30, 1st=43, 2nd=28, 3rd=27, 4th=20, 5th=9, 6th=1

STAFFING:
-- Child-staff ratio approx. 10:1
-- Program manager, part-time; 15 activity leaders,15 hrs/wk; reading/math tutor, computer teacher, arts & crafts instructor, part-time; clerks, 1 full & 1 part-time

SPECIAL STRENGTHS:
-- Full use of school facilities
-- Strong linkage to regular school program, not just an "add-on"

PROGRAM IMPROVEMENT NEEDS/ISSUES:
-- Limited choices among activities by children

Sponsorship

The Dade County School District is the official sponsor of this program. The district's Division of Adult and Community Education performs certain fiscal and administrative functions. First operated by a school-allied agency and then as a satellite program of a neighboring community school, in 1988 the before- and after-school program was taken over by the principal of the Winston Park Elementary School, who serves as the program's chief executive officer at the building level.

Program Goals

The program's primary goals are to provide supervision and a safe environment for children of working parents. A stated goal of the program is to see that children are "productive," as contrasted with watching television at home after school. Tutorial, homework, computer literacy, and arts and crafts activities are provided, and children enrolled in the after-school program can also participate in school-run enrichment activities that are available for children who are not enrolled in the after-school program.

Clientele

This is a tuition-based program serving a largely middle-class community. Hispanic families make up 58 percent of the school's 1,100 students. An estimated 29 percent of the school's student body is eligible for free or reduced-price lunch, but few of these children are enrolled in the before- and after-school program despite the school's reduction of the program fee by 50 percent for any children receiving reduced-price lunches. Since bus transportation is not offered, program enrollment is limited to children attending the Winston Park school.

During the 1990-91 academic year, 56 children in kindergarten through grade 5 were enrolled in the before-school component and 158 in kindergarten through grade 6 attended the after-school program.

Facilities and Equipment

The program operates within the school and has full use of the building (except for the school kitchen). A small program office is located adjacent to the school's main office. Access to all school areas by children is controlled by the schedule of activities. The school, built in 1976, is on a large, grassy campus in a solidly middle-class, suburban neighborhood southwest of downtown Miami. Along with standard features, the school is equipped with computers and a variety of musical instruments; both the computer lab and the music room are used by the program on a scheduled basis. Program children also have access to a protected outdoor black-top play area.

Staffing

The principal delegates day-to-day operations to a site manager, who is a kindergarten teacher during the school day. One full-time clerk and a part-time clerk manage bookkeeping, attendance, and other records. Fifteen part-time activity leaders work with the children 15 hours/week, as well as a part-time computer teacher, a reading and mathematics tutor, and an arts and crafts instructor. The child-to-staff ratio averages 10:1.

Some staff have attended college, a few are college graduates, and others have graduated from high school. None have degrees in early childhood education or youth recreation but all have completed the 20-hour pre-service and annual eight-hour inservice training mandated by licensing regulations. The starting hourly wages of staff range from $4.75 to $10.75, with no fringe benefits. Turnover is relatively low, about 20 percent per year, although economic downturns and high unemployment in the area may be contributing factors.

Services

The program operates 7:00-8:20 a.m. and 2:00-6:00 p.m., Monday through Friday. It does not provide care on teacher planning days, winter or spring recess, or summer vacation breaks, but it is open during the six-week summer school session. An optional tutoring component is open to children identified by their regular classroom teachers as needing extra assistance.

Activities and Curriculum

Children are grouped by age and grade level (K, K-1, 2-3, 3-4, 5-6) and remain within these groups for all activities (except regularly scheduled television/film-watching). Activities are planned by the activity leaders; daily activities include attendance and homework, snack, arts and crafts, and outside organized play. Use of the computer lab, library, music room, and television/movie-watching is on a weekly or bi-weekly basis. Children do not choose among the various activities but rather move together in their assigned groups to the scheduled activities, within which they may have limited choices (e.g., children in a group scheduled for the computer lab must go there, but once at the lab, there may be some choice of which software each child uses).

Linkages

Because the program is administered by the school itself, there is a high degree of compatibility between program and school: It is perceived by parents, children, and staff as part of the school, not as an add-on. Parents trust the school administration and are familiar with this management style, and the school's philosophy influences the after-school program's goals.

Informal linkages between the program and community agencies or other local resources are maintained by the school.

Parent Involvement

No formal mechanism for parent involvement is employed. If problems with children surface, the program manager contacts the parents for a conference. An annual open house introduces parents to the program at the beginning of the school year. Outreach to parents who might use the services of the program is conducted by means of written notices in school publications, and a program brochure is distributed widely to the school community. No systematic outreach is undertaken specifically to poorer families in the community who might qualify for subsidized fees.

Parent satisfaction is high. Working parents concerned with the safety of their children before and after school find that the program meets their expectations. From the school principal's point of view, the program offers an alternative to the latchkey practice of families without access to child care, and it offers children the opportunity to be productively engaged in safe, appropriate activities.

Funding

Winston Park's program is funded entirely by parent fees, paid in advance in the amount of $8/week for before-school care and $23/week for the after-school component ($6.20/day for both). The school reduces tuition by 50 percent if a child is eligible for free- or reduced-price lunch or if the child participates in the schoolwide enrichment activities. There is also a provision for serving the most economically disadvantaged children through the Metro-Dade County Department of Human Resources, which agency both determines family eligibility and guarantees program space to the children, but in fall 1991 no families requesting state child-care subsidies had children attending Winston Park Elementary School.

The program is financially viable, and surplus funds are used to purchase equipment that benefits the whole school, such as computers and other educational materials. The district provides facilities and janitorial services without charge, covers the cost of the clerk, and returns 80 percent of the fees to the school for program operations.

Regulation

District policy requires that the program be licensed by the state's Department of Health and Rehabilitative Services (HRS). Licensing regulations address measures of safety, health requirements, and recordkeeping, and they specify a core set of activities for children and training requirements for staff. The program is inspected regularly on these items.

Evaluation

The principal annually completes a four-page self-evaluation checklist, required of all school-operated programs by the district's Division of Adult and Community Education and used for purposes of program monitoring and improvement. Like every principal of a school that houses a school-age child-care program, the Winston Park principal also completes an annual evaluative information survey, consisting of some five or six open-ended questions, required by the Dade County School Board and used to provide feedback to program sponsors and their directors (even when the program is operated by the principal her/himself).

SATELLITE LEARNING CENTER
BEFORE- AND AFTER-SCHOOL PROGRAM
AT AMERICAN BANKERS INSURANCE GROUP
Miami, FL

SPONSOR:
- Dade County School District
- Administered by school principal
- Program founded in 1989

LOCATION:
- Small K-2 public school on grounds of private insurance company
- Suburban working-class neighborhood

CLIENTELE:
- Middle-income, working parents
- 69% of children are White, 20% Hispanic, 10% African-American, 1% Other

SERVICES:
- Hours 7:00-8:15 am, 2:00-6:15 pm, 5 days/wk
- Open school & summer vacations, teacher planning days, & during school's summer session

FEES:
- Before-school, $10/wk; after-school, $22.50/wk
- Before- & after-school, $32.50/wk

MOST IMPORTANT PROGRAM GOAL:
- Security & supervision of children of American Bankers Insurance Group employees

PROGRAM SPACE:
- Full use of school and playground

ENROLLMENT:
- Satellite Learning Center students only
- AM: 49 students, K=12, 1st=18, 2nd=19
- PM: 68 students, K=23, 1st=24, 2nd=21

STAFFING:
- Child-staff ratio approx. 20:1
- 2 program managers, 13 hrs/wk; 3 part-time activity leaders; 1 clerk, part-time

SPECIAL STRENGTHS:
- High continuity between program & regular school day
- Convenience of program for parents & employer

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Limited choice among activities by children

Sponsorship

This before- and after- school program is principal-operated and housed in a unique workplace school known as a Satellite Learning Center. Representing a partnership between Dade County School District and American Bankers Insurance Group, the primary school is a public school operated exclusively for children of American Bankers employees. The school district's Division of Adult and Community Education performs certain fiscal and administrative functions related to the Learning Center's before- and after-school program.

Program Goals

The program's primary goals, according to the program manager, are security and supervision of the children attending the Satellite Learning Center. Parental goals additionally include providing opportunities for children to interact with each other and to complete their homework, as well as assuring convenient year-round child care. The insurance company's published goals for supporting the program include attracting and retaining top-notch employees and reducing absenteeism and tardiness.

Clientele

The program serves children who attend the Satellite Learning Center, a small K-2 public school for children of American Bankers employees. The company and Learning Center are located on the southern fringes of Miami, just off a major highway and in an area of modest single-family homes.

This is a tuition-based program serving the working, middle-class parents employed at a single worksite. The majority of children attending the program are white. Although the Metro-Dade County Department of Human Resources can provide child-care subsidies for eligible disadvantaged families and the school itself can reduce its program fees, none of the families in this program qualify for financial assistance, and all pay full fees.

Although there is sometimes a waiting list for the school, the before- and after-school program is always able to accommodate all students enrolled at the Learning Center. In fall 1991, of the school's 82 students, 49 were enrolled in the before-school component and 70 in the after-school program. In other words, the program serves nearly all of the school's students.

Facilities and Equipment

The before- and after-school program is housed in the small school located on the grounds of American Bankers Insurance Group. The program has full use of the relatively new and well-equipped school building, which consists of three classrooms, a library/lunch room, a conference room, an office, an alcove first-aid station, and a teachers' room. The walls separating classrooms can be pushed back to make larger rooms, although this is rarely done. Access to all areas is controlled by activity scheduling. Computers and televisions are in every classroom, and an additional television is located in the library/lunch room. Several bulletin boards display art work, schedules, and notices of the program. The program shares the school's materials, supplies, and phones.

A small outdoor play area includes some climbing equipment (with specially-designed cushioned tiles underneath to minimize risk of injury) and a patch of grass. Because of the uncomfortably warm climate, the children play outdoors only for a short time on most days. A focus on security is evident everywhere. The facility is always locked: Parents and visitors must all be admitted by program staff after ringing a doorbell. Sign-in and -out procedures are strictly enforced. The outdoor play area is completely fenced to protect children from the nearby highway and uninvited visitors.

Staffing

The principal delegates day-to-day operations to a part-time program manager and assistant, both of whom work as para-professionals at the Learning Center during the school day. There are also three part-time activity leaders, a clerk, and occasional volunteers. Child-to-staff ratios average 20:1. Several staff members have had college-level training in early childhood education or youth programming, and most have experience as parents. At minimum, all have graduated from high school and have completed the required 20-hour introductory and annual eight-hour inservice training mandated by the state's licensing agency. Starting hourly wages range from $4.75 to $12 with no fringe benefits. Turnover averages one staff member per year, usually due to her/his graduation from college and need for full-time employment.

Services

Parents drop their children off before parking their cars for work at American Bankers each morning and pick their children up after work at the end of the day. The before- and after-school program operates 7:00-8:15 a.m. and 2:00-6:15 p.m., Monday through Friday year round, including school holidays, vacations, teacher planning and inservice days, and during the school's summer session. During these special days (excluding summer session), former Learning Center students who are now in third grade and whose parents are still employed at American Bankers are also allowed to attend the child-care program.

Activities and Curriculum

Children remain in the same grade groupings (K, 1, 2) and classrooms as during the school day. Activities are offered on a fixed schedule that remains the same every week. The daily schedule includes one art project, snack/television, homework time, and outdoor play. Computer activities, games, and reading time are also offered on an almost-daily basis, and Fridays are movie days. One period a week there are activity centers, and children may choose the activities they want to do. Furniture and equipment arrangements used during the school day remain intact during the program hours.

Activity leaders plan the activities and work in the classrooms. Partly because children remain in their daytime classroom and use their regular desks, there is a high degree of continuity between the program and the school day. Similar curriculum topics are planned, the same behavior rules apply, and the equipment, supplies, and materials are shared. Continuity is further enhanced by American Bankers' onsite provision of infant through prekindergarten care (in a separate building), which results in sustained and close relationships among the children as they grow up in the corporate early childhood environments.

Linkages

This program was originally run by the YMCA, but the principal assumed responsibility for it in 1989. The American Bankers Insurance Group, where the parents of all enrolled children work, provides the building, maintenance, utilities, and security at no charge. The school is a highly visible showcase for corporate-school system partnerships. It was Dade County's first Satellite Learning Center and continues to serve as a national model. (Although many people visit the school, researchers in this study were the first official visitors to its before- and after-school program.) The American Bankers Insurance Group appreciates the role the before- and after-school program plays in attracting and retaining quality employees and minimizing absenteeism and tardiness.

Parent Involvement

Parent involvement is minimal, and no formal mechanisms currently exist for encouraging parent input into program operations. The staff communicate with parents through brief conversations and notes as needed. The program manager calls parents at work if there is an emergency, or schedules a special conference in cases of severe disciplinary issues. Given the program's convenient workplace location, parents sometimes come by to celebrate their child's birthday, participate in a special event, or help with a scouting program. Parents sometimes also join their children during lunch, and the children are invited to attend several company parties each year.

Funding

The Satellite Learning Center at American Bankers is funded entirely by parent fees of $2/day for before-school care and $4.50/day for the after-school component. The program runs from 7:00 a.m. to 6:15 p.m. during school breaks with a fee of $12/day. All fees are collected biweekly, and all families pay the same amount.

The program is financially viable, and the surplus funds it generates have been used to buy extra computers for the school. The district returns 80 percent of the fees collected to the school for program operations and provides funds to cover the clerk. American Bankers provides the facilities and janitorial services free of charge.

Regulation

District policy requires that the program be licensed by the state's Department of Health and Rehabilitative Services (HRS). Licensing regulations address measures of safety, health requirements, and recordkeeping, and they specify a core set of activities for children and training requirements for staff. The program is inspected regularly on these items.

Evaluation

The Satellite Learning Center principal and the program manager annually complete a four-page self-evaluation checklist, required of all school-operated programs by the district's Division of Adult and Community Education and used for purposes of program monitoring and improvement. Like every principal of a school that houses a school-age child-care program, the Learning Center principal also completes an annual evaluative information survey, consisting of some five or six open-ended questions, required by the Dade County School Board and used to provide feedback to program sponsors and their directors (even when the program is operated by the principal).

FAMILY CHRISTIAN ASSOCIATION OF AMERICA AFTER-SCHOOL PROGRAM AT BROADMOOR ELEMENTARY SCHOOL
Miami, FL

SPONSOR:
- Family Christian Association of America (FCAA)
- Program founded in 1984

LOCATION:
- Broadmoor Elementary School (PreK-3)
- North Miami area known as Liberty City

CLIENTELE:
- Primarily low-income, working parents
- Estimated 66% families have incomes below $15K,
- Remaining 34% families have incomes in $15-30K range
- 98% of children are Black, 2% White

SERVICES:
- Hours 2:00-6:00 pm, 5 days/wk
- Closed school & summer vacations, early release days, but services available at neighboring FCAA programs
- Open during school's summer session

FEES:
- Gov't.-subsidized fees for income eligible
- $20/wk for full-fee paying families

MOST IMPORTANT PROGRAM GOAL:
- Safety & supervision of children

PROGRAM SPACE:
- School cafeteria
- Use of playground

ENROLLMENT:
- Broadmoor Elementary School students only
- PM: 60 students, PreK=3, K=26, 1st=18, 2nd=9, 3rd=6

STAFFING:
- Child-staff ratio approx. 20:1
- Site director, 20 hrs/wk; 2 part-time recreational leaders, 20 hrs/wk

SPECIAL STRENGTHS:
- Convenience of program for parents
- Provision of fee subsidies through other agencies for children from disadvantaged families

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Limited use of school facilities
- Communication between school & program staff
- Children have limited choice of activities

Sponsorship

The Family Christian Association of America (FCAA), a community-based organization dedicated to serving the area's Black population, operates the after-school program at Broadmoor Elementary School through a contractual agreement with the Dade County School District. The program is coordinated through the school district's Division of Adult and Community Education.

Program Goals

The primary goals of the program are to ensure a safe place for children and to provide activities that are educational and recreational. Staff and parents see the program as offering children "an alternative to the streets" and an opportunity to teach children new skills (e.g., the rules of various games).

Clientele

During the 1990-91 school year, Broadmoor Elementary School enrolled approximately 940 children in prekindergarten through grade 3. Some 69 percent of the school's children are Black (the community prefers this term over "African-American" because of the large number of Haitians the neighborhood embraces), and 28 percent are Hispanic. Approximately 85 percent of the student body is eligible for free or reduced-price lunch.

Over 70 percent of the 60 children enrolled in the after-school program are in kindergarten and grade 1; 15 percent are in grade 2, and the remaining 15 percent are in prekindergarten or grade 3. Some 98 percent of the program's children are Black, and two-thirds of their families have annual incomes below $15,000.

Facilities and Equipment

The after-school program is based primarily in the school cafeteria. Children have access to the playground and occasionally use the school library and a TV monitor for watching television and videos. Children usually use half of the cafeteria's tables and chairs, which are organized in long rows; the remaining chairs sit atop the other tables so the floor can be cleaned by the janitor later in the evening. Equipment and supplies used in the program are kept in a small storage cabinet located on a stage in the cafeteria. The program's daily schedule and any announcements are posted on a portable bulletin board. Staff have access to a phone in the principal's office if a secretary is working late; otherwise, a janitor is available to unlock the door.

Staffing

A head recreational leader, who also functions as the site director, and two additional recreational leaders are employed by FCAA to each work in the program 20 hours per week. The site director is supervised by a program manager, based at the FCAA corporate office, who visits the program weekly to observe and check enrollment and fee payment records. The school principal has little involvement in the day-to-day operations of the program; the only contact staff members have with classroom teachers is when the teachers escort the children to the program after school. Child-to-staff ratios average 20:1.

Staff members are all high school graduates or GED recipients, and one is currently taking business courses at an area community college. All have completed the required 20-hour introductory and annual eight-hour inservice training courses. The starting hourly wages for staff ranges from $4.25 to $5.00 with no fringe benefits. Turnover is low, and staff expect to continue working in the program unless something better comes along.

Services

Because participating children also attend Broadmoor Elementary School, no transportation to the program site is necessary. The program begins after school ends, operating from 2:00 to 6:00 p.m. It does not provide care when school is not in session, although the FCAA does offer a school holiday program at two other program sites that Broadmoor children may attend for a special fee.

Activities and Curriculum

Children are organized into age groups for all activities: pre-kindergarten/kindergarten, grade 1, and grades 2-3. The activity schedule is posted and varies little from day-to-day: supervised homework (assigned by the classroom teachers), coloring, or story time; snack; children escorted to the restrooms; arts and crafts activity; games (either inside at the tables or outside on the playground); and clean-up. The 4-H sends an activity leader one day/week to offer a club activity.

Each recreation leader plans her schedule, including the craft and play activities for her group, on a weekly basis. Parents may elect to have their children do their homework at home rather than as a program activity. Because the cafeteria cannot be left unlocked when unused, one group must remain inside at any given time.

Linkages

The after-school program receives in-kind support from the Dade County School District, including use of the school cafeteria and playground and free custodial services. The program participates in the school's annual open house and in other activities marking the beginning of each school year; it also plays a role in special schoolwide celebrations and events, such as Black History Month. Beyond this, there is little direct linkage between the after-school program and the regular school program at Broadmoor. For example, although the program's recreation leaders help ensure that homework is completed and offer children assistance as needed, there is no contact between the program staff and classroom teachers.

Linkage with other community-based groups includes the receipt of fee subsidies (through HRS and the YWCA for qualified families), the club activity provided weekly by the 4-H, and other enrichment activities occasionally provided by community agencies and groups.

Parent Involvement

Beyond offering parents the opportunity to observe the program and to chaperon field trips, the program sponsors family nights or seminar meetings with parents, generally on a monthly basis, which typically include guest speakers and sometimes feature children's performances. Staff often consult with parents when they pick their children up at the end of the day; notes and phone calls may also be used by staff to communicate with the parents of children who are having discipline problems.

Parents and children are basically happy with the program, although they wish there was more access to school facilities and additional activities. Parents feel the program serves its purpose in providing a safe setting and caring for children while they work, providing a snack, homework supervision, and structured activities. They like that the program operates until 6 p.m. and appreciate the availability of alternative program sites during school breaks and the summer months.

Funding

Beyond the in-kind resources received through the school district, the after-school program is funded entirely by parent fees ($20/week during 1990-91). A school holiday program (7:30 a.m. to 6 p.m. at a neighboring school) is $38/week. The after-school program offers economically disadvantaged families a fee subsidy through an open contract with the Metro-Dade County Department of Human Resources. Approximately 25 percent of the families of enrolled children receive this subsidy, which is about equivalent to the numbers of families receiving some form of public assistance (such as AFDC or food stamps). The YWCA also subsidizes the fees of a small number of children whose parents are participating in the federally sponsored Job Training Partnership Act (JTPA) program.

Regulation

State regulations require that all school-based programs operating through cooperative agreements with outside agencies obtain a Certificate of License from the State of Florida and meet all other standards as required by HRS. Licensing regulations address measures of safety, health requirements, and recordkeeping, and they specify a core set of activities for children and training requirements for staff. The program is inspected regularly on these items.

Evaluation

The FCAA supervising program manager requires the program's site director to complete a quarterly self-evaluation form that is used for site monitoring. FCAA administration also requests that all parents complete a semi-annual evaluation questionnaire that solicits their feedback about program operations and encourages them to offer new suggestions. In addition, like every principal of a school that houses a school-age child-care program, Broadmoor's principal must complete an annual evaluative information survey, consisting of some five or six open-ended questions, required by the Dade County School Board and used to provide feedback to program sponsors and their directors.

CENTRO MATER CHILD CARE AND NEIGHBORHOOD CENTER AFTER-SCHOOL PROGRAM
Miami, FL

SPONSOR:
- Catholic Community Services
- Program founded in 1968

LOCATION:
- Private child-care facility
- Urban residential area known as Little Havana
- Transitional immigrant neighborhood

CLIENTELE:
- Primarily low-income, working parents or those involved in training/education programs
- Estimated 93% families have incomes below $15K
- Remaining 7% families have incomes in $15-30K range
- 98% of children are Hispanic, 2% African-American

SERVICES:
- After-school program only
- Hours 2:00-6:30 pm, 5 days/wk
- Open school & summer vacations, early release days

FEES:
- 50% of families have fees subsidized by government agency
- $15/wk for full-fee paying families

MOST IMPORTANT PROGRAM GOAL:
- Prevention of school failure & family problems

PROGRAM SPACE:
- Dedicated & shared classrooms in child-care center
- Use of playground & park across the street

ENROLLMENT:
- 250 students, K=27, 1st=1, 2nd=79, 3rd-5th=113, 6th-8th=31

STAFFING:
- Child-staff ratio approx. 15:1
- Head teacher, 40 hrs/wk; 3 teachers, 20 hrs/wk; 9 teacher aides, 20 hrs/wk
- Center staff includes director & social worker

SPECIAL STRENGTHS:
- Strong parent & neighborhood linkage/support
- Free flow of English-Spanish with attention to developing children's English-language skills
- Enrichment & tutorial assistance in family-like environment

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Huge waiting list
- Lack of funding for enrollment of adolescents

Sponsorship

Centro Mater is a private, non-profit child-care center administered through Catholic Community Services. In addition to its after-school program, Centro Mater provides day care for infants and toddlers and a preschool program. The director reports to a board of directors and a central office person based at Catholic Services.

Program Goals

A major goal of the after-school program is the prevention of school failure and family problems that may be traced to linguistic barriers, isolation due to immigrant status, the lack of formal education of parents, and economic disadvantage. The program emphasizes supervision and safety, improvement of academic skills, recreation, enrichment, and socialization within a flexible, family-like environment.

Clientele

Children who attend the Centro Mater after-school program are Hispanic, representing about 20 different nationalities. The children attend both public and private elementary schools and reside in the surrounding neighborhood, commonly referred to as Little Havana.

A poor community near downtown Miami, Little Havana is the first stopping point for immigrant families. The neighborhood is also crowded and unsafe due to drugs and crime, and home to a large single-parent population. Families in which the parent(s) have more education or specialized training tend to move on, leaving Little

Havana to contend with the difficulties of those who are most educationally disadvantaged and beset with multiple problems.

The after-school program enrolls 250 children (42 percent in kindergarten through grade 2; 45 percent in grades 3 to 5; and 13 percent in grades 6 to 8). Because the tuition of most children is subsidized by the Metro-Dade County Department of Human Resources, the program accepts children in the following priority order: (1) suspected abuse and neglect cases (a small proportion of the overall enrollment), (2) children whose parents are involved with an education or job training program, and (3) children of working parents. An estimated 93 percent of the families have an annual income under $15,000; the remaining 7 percent earn $15,000-30,000. Recruitment is by word-of-mouth, and the program currently has a huge waiting list (some 1,000 children). As openings occur, a social worker employed by Centro Mater selects children from the waiting list.

Facilities and Equipment

Situated amid inner-city low-rise apartments and small homes, Centro Mater is housed in a small complex of former apartments separated from the street by a tall fence. Facilities include administrative offices, classrooms, and a large, paved outdoor play area equipped with covered picnic tables, bleachers, and a basketball court. Children also have access to a grassy park area located across the street. Since space is limited, children are grouped across grade levels, and space is shared with the preschool program. A special tutoring room offers children access to a limited number of microcomputers.

Staffing

Three teachers and nine teacher aides are supervised by a head teacher, who has worked in the program for 15 years. A social worker employed by Centro Mater is also available. Most of the staff are bilingual in English and Spanish, the others are monolingual Spanish. Staff members are of varying ages and an effort is made to attract young adults who are living at home and attending an area university. Staff are hired on a part-time basis (20 hours per week) at three levels: those with four years of college, some with teaching certificates; at least two years of college; and those with a high school diploma. All staff have completed the 20 hours of training required by state licensing. Starting hourly wages range from $5.75 to $8.27 and include some health insurance benefits. A few staff leave the after-school program each year, some of them moving to full-time positions in the preschool program. Although there is some annual turnover, a competent and strong core staff maintain a sense of what the Centro Mater program should be for children and their families.

Services

The Centro Mater after-school program is open from 2:00 to 6:30 p.m., Monday through Friday. An individualized tutorial program, focusing on mathematics and English, is available to children in grades 3 through 8. The program operates year round and is open as a camp eight hours a day during the summer. Parents must arrange private transportation (generally by bus) for their children from the regular school site to

Centro Mater; this expense may be subsidized by HRS for qualified families. Family services offered by the program's social worker are "just able to scratch the surface," according to the director.

Activities and Curriculum

Children are organized in seven groups by age: 5-year-olds; 5- to 6-year-olds; 6- to 7-year-olds; 7- to 8-year-olds; 8- to 9-year-olds; 9- to 10-year-olds, and 11- to 14-year-olds. Groups vary in size and child-to-staff ratios. Children move together through a core schedule in their assigned group but are offered choices within each activity: outside play; a plan/do/review group meeting for younger children (part of the High/Scope curriculum) or inside quiet games for older children; snack and supper; homework assistance and special workshops in language, mathematics, and science; and special activities offered on a weekly basis, including team and individual sports, whole group reading, cooking, musical movement, arts and crafts, and recreational play at the park. During outdoor play, children may mix across age groups. Special field trips on weekends and competitive sporting events are also offered.

Across all activities there is a free flow of English and Spanish. Both children and staff are free to speak in whichever language they are more comfortable, but the staff give careful attention to their role in building and reinforcing children's English-language competencies.

After offering the staff a series of training workshops, the High/Scope curriculum was recently adopted for use with K-3 children. Enrichment opportunities, as well as tutorial assistance, are all provided in a home-like atmosphere. Moreover, according to the director, "We try to help the children be more proud of their heritage. If children are fighting their roots, they will fight everything else." High/Scope training has helped staff to understand that young children can learn from play experiences. Older children are motivated to continue attending the program because they value the individualized tutorial assistance, the chance to be with their friends, and the opportunity to play team sports.

Linkages

After-school program staff have informal contact with the Dade County public schools in two ways: Centro Mater teaching staff review the report cards of children and contact their school teachers to target particular tutorial assistance if a low grade is noted; and center staff also participate in training activities hosted by the school district.

Linkage to the community is strong, particularly since Centro Mater was founded to meet the local neighborhood needs of arriving immigrant families. (A nun from the Sacred Heart Community of Havana, Cuba, established Centro Mater in 1968 when the neighborhood was home to many Cuban immigrants.) The center's board of directors is composed of community members, some of whom have become economically successful in Miami. Staff regularly communicate with other social service agencies about particular children/families and at the same time try to maximize resources by not duplicating community services that are otherwise available (e.g., literacy training, family counseling, housing or employment assistance).

Parent Involvement

Parents become involved with the program by lingering to talk informally with the staff about their children when they pick them up, on the phone, or through notes. Staff also offer special workshops for parents on topics such as health care, immigration, or other special interests. Families of children attending the after-school program are also invited to participate in occasional special dinners at Centro Mater.

Because Little Havana families represent many different nationalities and come with different customs, child rearing attitudes, and even eating habits, parents and children often feel isolated; they have left their extended families behind, and their neighbors come and go. The Centro Mater after-school program is designed to offer children an alternative to being on the streets or sitting at home alone and to help children in a way that their parents cannot because their English is limited. Parents trust the staff, appreciate the homework assistance offered to children, and feel secure knowing that their children are playing and being cared for at a program that respects and supports the special needs of this highly diverse neighborhood.

Funding

The Centro Mater after-school program receives financial support from the United Way; governmental funds, including city, county, and state sources; and donations from private individuals and corporations. The board of directors engages in fundraising, sponsoring raffles and dances. Parental fees provide but a small source of revenue (less than 5 percent), with about half of the parents paying the full fee for their child ($15/week during the school year). Beyond covering staff wages and benefits, program revenues are also used to provide utilities, insurance, and other program costs, but rent is an in-kind contribution of the program's sponsor, the board of directors of Catholic Community Services. Liability insurance is expensive but affordable because the program is covered under a group insurance policy through the archdiocese.

Regulation

The after-school program is both licensed and accredited, meeting the (stricter than licensing) standards of the Council on Accreditation of Services for Families and Children.

Evaluation

According to the director, the program is formally evaluated on an annual basis by staff or outside evaluators.

BEFORE- AND AFTER-SCHOOL CARE IN INDIANAPOLIS, INDIANA, AND VICINITY

Public School Setting

Three of the four school-age child-care programs visited are located in Indianapolis, within Marion County. These include the YMCA program at Burkhart Elementary School, the Concord Community Center after-school program, and Kinder Care's KlubMate program. The Burkhart Elementary School program is situated within the Metropolitan School District's Perry Township, which has a public school enrollment of over 11,000 students and an annual budget exceeding $39 million. Overall, Marion County is divided into nine townships with 11 school districts. The county's total school-age population is over 140,000, representing a slight increase over past years due to the maturation of the "baby boomers."

The fourth program, Pittsboro Elementary School's At-Your-School Child Services (AYS) program, is situated in the small town of Pittsboro, located some 20 miles northwest of Indianapolis in Hendricks County. The North West Hendricks County School Corporation, of which Pittsboro is a part, has an annual budget of some $3.5 million.

Demographics

Marion County covers 392 square miles and is home to nearly 800,000 people. The city of Indianapolis covers 373 square miles of Marion County and includes some 742,000 residents within its incorporated area. According to the 1990 census, the city's population is approximately 77% white and 21% African-American; the remaining 2% are Hispanic, Asian, and Native American. The desegregation plan in place in Indianapolis results in children being bused to public schools outside their own neighborhoods. As the program descriptions show, bus transportation has not yet been modified to accommodate the schedules of after-school programs.

The rural areas outside Indianapolis are overwhelmingly white. Hendricks County, which abuts Marion County and includes the small town of Pittsboro, covers 409 square miles and contains a population of some 75,000, over 98 percent of which is white.

Labor Market

The largest share of employment (about 23 percent) is in the service industries, followed by retail, government, and manufacturing. Unemployment in Indianapolis hovered at about 4.8 percent in December 1991. United Airlines recently announced plans to locate a major maintenance facility in Indianapolis, and this is expected to inject some 6,500 new jobs into the local economy. Major employers, such as AT&T and Chrysler, have experienced some degree of scaling back; two major bank consolidations are currently being negotiated, and retail and real estate have also been negatively affected by the recession. Labor force participation by women reached 58 percent in 1990, some 75 percent of whom are between the ages of 20 and 54.

Policy Climate

The school-age child-care policy climate is in transition due to new legislation that calls for massive program development on a statewide basis. In the late 1980s, before- and after-school programs in the Indianapolis metropolitan area were operated primarily by private child-care centers and non-profit organizations such as AYS, the YMCA, and YWCA. These latter organizations located their programs in public and private schools, churches, and neighborhood community centers. In addition to child-care centers, many of which provided care for children up to age 12, "drop-in" programs, such as those operated by the Girls' and Boys' Clubs, helped meet some of the need for school-age child care.

In 1991 the Indiana legislature mandated that all public school corporations (districts) provide after-school programs for school-age children by the start of the 1992-93 academic year. Community service organizations (e.g., AYS, YMCA, YWCA) have been quick to recognize the challenge this kind of programming presents to the public schools and have assumed leadership in founding new school-based programs.

Indiana's 1991 legislative session also passed STEP AHEAD. Designed to initiate a comprehensive, seamless service delivery system for children from birth to age 13, STEP AHEAD is a set of legislative incentives that encourage counties and regions to set up systems to ensure that quality preschool, child care, and health and family services are accessible, affordable, and available to all Indiana children, regardless of family income. The core components of STEP AHEAD include maternal health, infant nutrition, vaccination, health watch, children of children, parent education, early identification and intervention, family literacy, preschool/child care, and school-age care. STEP AHEAD calls for collaboration among diverse service providers, government officials, businesses, funders, school administrators, and others in a public-private process for planning and implementing services for children in each county. Each county will develop its own plan, which will determine the allocation of federal and state resources for Indiana's children.

Advocacy

State-level advocacy is led by the Indiana Association for School Age Child Care (IASACC), which was formed in 1988 by representatives from several child-care agencies. IASACC's mission is to unite service providers, funders, community organizations, school corporations, parents, and citizens in a statewide coordinated effort to identify and respond to the need for quality school-age child care. Accordingly, IASACC strives to meet these goals by conducting needs assessments, developing service standards, providing technical assistance, sponsoring staff development and training, issuing a newsletter, acting as a clearinghouse for school-age child-care information, and conducting public awareness and legislative advocacy efforts.

Along with IASACC, the newly formed Indiana Association for Child Care Resource and Referral (IACCRR), Indiana Alliance for Better Child Care (IABC), and Indiana Association for the Education of Young Children (IAEYC) work collaboratively on publishing newsletters, promoting advocacy days for children at the State House, and examining legislation affecting children and youth. In addition, AYS provides training to staff of area before- and after-school programs every August and actively collaborates with school administrators and faculty, youth-serving agencies, and parents to offer high-quality school-age programs.

Culture/Norms

Program advocates link the need for school-age child care directly to the high number of parents who are either employed or enrolled in training programs. According to parents interviewed in this study, many of them looked for programs that would be there for their children on a consistent basis. They sought programs that would offer no surprises, in the sense that if a teacher were out sick, someone else would be there to replace him/her without interfering with the parent's work schedule. In addition to consistency of care, parents wanted an environment that was safe for their children. When asked to clarify "safe," most parents defined it as "not being home alone," while principals explained "safe" as "not being on the streets." As parents described their search for an after-school program for their children, quality of programming was never an articulated issue (though, one assumes that it was a consideration).

Funding

In 1985 the Indiana legislature passed a bill that sets aside a percentage of the proceeds of cigarette sales, specifically targeting those revenues for school-age child care. Certain restrictions apply to the use of these funds, however -- namely, (1) the money can only fund programs that are not-for-profit; (2) funds can only be used for the delivery of services; (3) the programs must make available a sliding fee scale based on the state's welfare department scale; and (4) the money can only be used for the children of parents who are either working or enrolled in a training program.

Another source of funding comes from the Child Care and Development Block Grant (CCDBG), federal money that is available to fund all kinds of programs, including school-age child care. Licensed child-care centers may also access Social Service Block Grant (dependent care) monies through Title XX. IMPACT money (Title IVA), aimed at employed AFDC recipients or those enrolled in approved educational or training programs, is also available to centers.

In addition, the state will make available a total of $800,000 in 1992 for start-up costs for the after-school programs mandated by the Indiana legislature. Division of this money among the state's 304 school districts will be determined by K-6 student population plus a minimum of $1,000 per school corporation (district). To be eligible, the school corporation must be participating in STEP AHEAD.

Regulations

State licensing regulations exempt all public school or private school-operated programs as well as center-based school-age child-care programs that operate less than four hours/day. However, centers that provide preschool care must be licensed, in which case licensing extends through age 12; centers that do not require daily attendance but rather primarily serve children on a drop-in basis are not required to be licensed, even if they serve preschoolers. Nevertheless, to qualify for Title XX funds, programs (including school-age) must be licensed.

In August 1989, IASACC received a grant from the Indiana Department of Human Services to develop guidelines for school-age child care. It was emphasized that the resultant document would be offered as guidelines and not as standards or regulations. The guidelines were developed with the intent that they be utilized as tools for assessing the many new programs being established across the state within a relatively short period of time. Feedback from a field-tested draft by IASACC members and selected other persons resulted in the 1990 issuance of guidelines aimed at protecting school-age children and outlining best-care practices. The guidelines address staff qualifications, child-to-staff ratios, administrative policies, recordkeeping, program and staff evaluations, curriculum and materials, parent involvement, health and nutrition, safety, and transportation of children. The guidelines also provide sample organizational plans, universal precautions information (concerning highly communicable diseases, such as HIV), and suggested equipment for school-age child-care programs.

AT-YOUR-SCHOOL CHILD SERVICES PROGRAM AT PITTSBORO ELEMENTARY SCHOOL

Pittsboro, IN

SPONSOR:
-- At-Your-School Child Services, Inc.
-- Pittsboro program founded in 1990

LOCATION:
-- Pittsboro Elementary School (K-5)
-- Rural, small town residential area

CLIENTELE:
-- Primarily working parents
-- 100% of children are White

SERVICES:
-- After-school program only
-- Hours 2:20-6:00 pm, 5 days/wk
-- Open some holidays & school vacations, early release days

FEES:
-- $30.00 per/wk
-- 80% of families pay full fee
-- Scholarships & sliding fee scale available

MOST IMPORTANT PROGRAM GOAL:
-- Provide children a relaxed, homelike, warm environment

PROGRAM SPACE:
-- Shared space in school, primarily cafeteria
-- Use of playgrounds & limited access to gym

ENROLLMENT:
-- Pittsboro Elementary School students only
-- PM: 32 children, K=3, 1st=7, 2nd=8, 3rd=5, 4th=4, 5th=3, 6th=1, 7th=1

STAFFING:
-- Child-staff ratio approx. 10:1
-- Site director, 25 hrs/wk; 3 program assistants, 10-20 hrs/week

SPECIAL STRENGTHS:
-- Curriculum, choice of activities by children
-- Strong ties/linkage to rural community, sense of "community as family"

PROGRAM IMPROVEMENT NEEDS/ISSUES:
-- Lack of dedicated space
-- Enrichment activities cost extra

Sponsorship

Pittsboro Elementary School's after-school program is administered by At-Your-School Child Services, Inc. (AYS), a private not-for-profit agency based in Indianapolis that operates 27 child-care programs in the state. The North West Hendricks School Corporation approves the contract and oversees the program. The host principal acts as a liaison between the school administration and the AYS program.

Program Goals

The AYS program strives to create a relaxed, homelike, and warm environment for the children. Providing cultural and enrichment opportunities is also a program goal and is met by offering optional piano, gymnastic, and baton lessons (for an additional fee). Other goals include supervision and safety, prevention of risk-taking behaviors, and supervision of homework assignments.

Clientele

The AYS after-school program serves Pittsboro Elementary School children in grades K-5, except for one sixth grader and one seventh grader who are staff members' children. Pittsboro is a small, rural town located approximately 20 miles northwest of Indianapolis, with a total population of some 2,000, mostly middle-income and working-class families. The elementary school serves 400 students, but the after-school program has a daily enrollment of only 32 children.

Facilities and Equipment

The after-school program is primarily located in the school cafeteria, but it also makes use of the teachers' lounge, gymnasium, and outdoor playgrounds. Access to the gymnasium (and occasionally the cafeteria itself) is limited, due to scheduling conflicts with other school-related events. During such times, the after-school program may be asked to change locations within the building or to move out of the school to an adjacent church building. The program has access to a computer, piano, and a separate area for children to complete their homework assignments, as well as use of a refrigerator, stove, sink, and three metal storage cabinets that are all housed in the teachers' lounge.

Staffing

The child-to-staff ratio is 10:1, with group size averaging 20 children per day. The program has a part-time site director, who works 25 hours/week, and three part-time program assistants, each working 10-20 hours/week (two assistants per day). All staff have high school diplomas. A full-time area coordinator is responsible for overseeing Pittsboro AYS and 10 other programs administered through the agency. Nevertheless, the host principal plays an active role in the program as an advocate and liaison; she has daily contact with the program, observing, talking to the director, and occasionally working out conflicts should a disciplinary problem or personnel matter arise.

All program staff are required to live in the community, and three of them have their own children enrolled in the AYS program. (The task force charged with setting up the after-school program refused to accept any staff from the greater Indianapolis area.) Twelve hours of staff training are required for everyone. AYS offers a week-long training seminar, for which staff are paid, at the end of each summer. Now in its second year of operation, the program enjoys high staff morale and stable staffing despite a turnover in the director's position.

Services

The program is open 2:20-6:00 p.m., Monday through Friday. It does not operate before school or during summer vacations, but it does provide care on some school holidays and early release days. Enrichment classes in piano, baton, and tumbling are offered for an additional fee.

Activities and Curriculum

The daily schedule is the same for all children, except for those signed up for an enrichment class (piano, etc.). Children group themselves by interest and ability. One day per week, however, the older children may break away from the larger group for separate activities that are more challenging. Choice is available throughout the afternoon except for "raptime" (group time) and snack. Children spend most of their time in small groups or individually at the various interest areas set up around the edges of the cafeteria -- reading area, dress-up, science table, Legos, arts and crafts table, and homework area. Toward the latter part of the afternoon, children go outside to one of the two playgrounds, one of which is equipped with swings and jungle gyms and the other with a baseball field and running areas.

Linkages

Linkages between the after-school program and its host school are based primarily on the daily communication and relationships formed between the AYS staff and key school personnel -- principal, secretary, and custodian. AYS staff have little contact or communication with the classroom teachers. Linkages with the community are exceptionally strong. Members of the local church, parents, and other townspeople who initiated the program continue to maintain an active role in its operation and policies.

Parent Involvement

The program enjoys a high level of parent involvement and support. Parents helped found the program and continue to enjoy input in decision-making and planning, in part through parent meetings that are held every two months. One parent has volunteered to publish a parent newsletter, others have donated crafts and games or helped raise funds for scholarships. Parents tend to linger at the pick-up hour, spending some time at the program to chat with teachers and watch their children at play.

There is high level of satisfaction among the parents that stems from their appreciation and trust for the program staff, whom they know not only as their children's after-school teachers, but as neighbors and friends. The close relationship between staff and parents means a lot in this small, rural town and has contributed to the program's acceptance in the community. School personnel express high satisfaction with the program for the reason that it offers a sense of relief and reliable care for working parents. The principal regards the after-school program as a great public relations asset for the schools and an important awareness tool for community members who may be unaware of the "latchkey" problem.

Funding

The Pittsboro Elementary School AYS program is funded by parent fees, which are set at $30/week. The program offers a sliding fee scale and scholarships, and at this time the fees of eight children are being subsidized in this manner. A local Christian Church has agreed to match all donations, up to a total of $1,000, for the scholarship fund. One parent wrote a grant proposal that was accepted by her company to help provide funding for the program. In addition, the host principal sets aside a portion of her discretionary fund for purchasing shared equipment. A $1/day rental fee for the use of school facilities was waived by the school board.

Regulation

Because this program is housed in a school, it is exempt from state licensing requirements.

Evaluation

This program is visited every two weeks by the AYS area coordinator, who also formally evaluates the site director once each semester. The site director, in turn, evaluates the program assistants four times a year. In addition, AYS requires the host principal to evaluate the program bi-monthly, and it also conducts annual parent and child evaluations.

YMCA AFTER-SCHOOL CHILD CARE PROGRAM AT BURKHART ELEMENTARY SCHOOL
Indianapolis, IN

SPONSOR:
-- YMCA
-- Program founded in 1990

LOCATION:
-- Burkhart Elementary School (K-5)
-- Suburban residential area

CLIENTELE:
-- Primarily working parents
-- Estimated 6% families have incomes under $15K
-- Estimated 88% families have incomes $15-30K
-- Remaining 6% families have incomes $30-50K
-- 100% of children are White

SERVICES:
-- After-school program only
-- Hours 2:30-6:00 pm, 5 days/wk
-- Separate program for school & summer vacations, early release days

FEES:
-- $26.00/wk for full-fee paying families
-- Limited subsidies available

MOST IMPORTANT PROGRAM GOAL:
-- Adult supervision in a safe environment
-- Provide recreational activities for children

PROGRAM SPACE:
-- Shared space in multipurpose room
-- Use of playground & sometimes the gym

ENROLLMENT:
-- Burkhart Elementary School students only
-- PM: 43 students, K=2, 1st=8, 2nd=10, 3rd=4, 4th=3, 5th=5

STAFFING:
-- Child-staff ratio approx. 10:1
-- Program director, 3 hrs/wk; site director 23 hrs/wk; 2 caregivers, 20 hrs/wk

SPECIAL STRENGTHS:
-- Provides supervised environment that meets the child care needs of working parents

PROGRAM IMPROVEMENT NEEDS/ISSUES:
-- Degree of structure & limited choice of activities for children
-- Lack of dedicated space & late afternoon transportation
-- Rapid growth/program startup

Sponsorship

The Burkhart Elementary School after-school program, now in its second year of operation, is administered by the YMCA. This program is one of 69 before- and after-school sites managed by the YMCA, having grown from only three such programs three years ago. The YMCA program director who supervises the Burkhart program currently oversees 22 other such programs. There is no formal contract between the YMCA and Burkhart Elementary School (or with Perry Township Metropolitan School District, in which the school is located).

Program Goals

The primary goals of the program are to provide adult supervision in a safe environment and to provide recreational activities for children. The program also seeks to improve the academic skills of all children; provide cultural and/or enrichment opportunities; provide remedial help to children who are having difficulty in school; prevent problems such as drug or alcohol abuse, smoking, or other risk-taking behavior; and, provide a flexible, relaxed, home-like environment.

Clientele

The Burkhart Elementary School after-school program serves 43 children (average daily attendance is 35). Its enrollment is entirely white, reflective of the immediate neighborhood's population. Although children of color are bused into Perry Township for school, due to the lack of late afternoon transportation these children are unable to attend the after-school program. (This is a problem currently being worked on by the YMCA and the school district.) The Burkhart principal sees this as an unmet need, in that the children who are bused should be able to participate in the after-school program and therefore benefit from the extra academic attention the program affords.

Overall, the program's enrollment also reflects the economy of the area. The school borders a relatively affluent area, and only four children (from two families) who attend the program receive free or reduced-price school lunches and reduced program fees.

This is the second year of the Burkhart Elementary School after-school program. Its first year was considered the pilot for Perry Township, and the program is regarded as the model for after-school programming across the township as the district gears up for the new Indiana regulations mandating after-school care in every public school by the start of the 1992-93 academic year.

Burkhart Elementary School this year has implemented an innovative program for mainstreaming physically challenged children, many of whom are bused in from four other school districts. However, none of these children are enrolled in the after-school program (though one child with emotional handicaps does participate). The principal believes there is little need for the program to serve the special needs population, but the lack of late afternoon transportation may also be a significant factor in their lack of participation in the program.

Facilities and Equipment

The Burkhart YMCA after-school program is located in the school's multipurpose room. This shared space also houses a prekindergarten teacher, together with her desk and supply cabinet; the school's photocopier is also located in a former walk-in closet of the room. The room is arranged from front to back with two rows of picnic-style tables laid out end-to-end. With the exception of a narrow perimeter around and between the tables, there are no open areas where large motor activities can take place. This windowless room also contains a supply cabinet for the Y's equipment and materials. The refrigerator shared by the program is located in the custodian's room at the back of the building.

The after-school program is permitted to utilize the gym as long as it does not interfere with intramural practice or team meets that take place in the late afternoon hours. The program also makes use of a portion of the school's large playground, which is visually divided into smaller play areas (by swings, trees, etc.). The YMCA provides all indoor/outdoor equipment used by children who attend the program.

Staffing

A site director, who works 23 hours/week, oversees the program's day-to-day operations, carrying out the activities planned by an administrative team housed at a YMCA branch office. The site director makes weekly pickups of all supplies and snacks for the after-school program. Staff also includes two other regular caregivers, who work 20 hours/week each, as well as a volunteer who comes in on Fridays (a requisite for a class she is taking). The Indianapolis YMCA program director who supervises the Burkhart site spends an average of three hours/week at this location. The hourly wages of staff range from $4.25 to $6.00. No on-site staff members have higher education degrees; one of the part-time caregivers is a high school student.

Services

The Burkhart YMCA program operates 2:30-6:00 p.m., Monday through Friday. It is not open before school, on school holidays, or during the summer. However, the YMCA offers both a school holiday and summer program that are separate, both in fees and in activity focus, from the after-school program.

Activities and Curriculum

Upon arrival at the end of the schoolday, children have the choice of either doing their homework or participating in the day's crafts activity. One crafts activity is generally offered during the first hour of the program, followed by group line-up and sojourn to the bathrooms and snack time at approximately 4:00 p.m. If the weather is good, the children go outside to play after their snack. On inclement days, the children may be able to use the gym, depending on its availability.

Safety is always a concern. Partly as a result of this, but also partly due to space shortage, children are always kept together as a single group: Everyone is in the same room at the same time. This also extends to outdoors play, where recreational activities are generally limited to the school's swings, game balls provided by the YMCA, and one small area of the playground. A "homework table" is provided for children who wish to do their homework, but staff remind and encourage children to complete their homework only when requested to do so, either by parents or the students themselves. Some limited opportunity for informal "club" participation has been created by the children, but these are not extracurricular, school-sponsored clubs.

Somewhat in contrast to the views of their parents and school staff, the children are not altogether content with the program: They spoke of feeling "cooped up," being too closely supervised, not having enough choices of activities or ample games and equipment. They would like more physical play, some "away" space for private time, and a quiet place to complete their homework. The older children also perceive that they are too often treated in the same way as the younger children.

Linkages

No formal linkages exist with community agencies or groups other than the YMCA, except through fee subsidies partly supported by the United Way.

Parent Involvement

Parents are not involved with the program in any formalized way, but staff speak briefly with each parent as the child is picked up at the end of the day. Indianapolis YMCA administrators noted that they are currently forming a parent advisory board for Perry Township, which presumably will include one or more parents from Burkhart Elementary School.

Parents, staff, and school personnel are satisfied with the program and believe that it meets all the needs of the adults concerned. The principal is pleased because he says that now, "Children are being looked after." Parents are pleased because they see the program as "a better alternative than a day-care center, which is preschool oriented." Other parents note that the hours fit perfectly with their own needs and that there is continuity of programming from day-to-day which provides a routine, familiarity, and safety.

Funding

The Burkhart YMCA after-school program is supported almost exclusively by parent fees. The YMCA is a United Way recipient and routinely raises other funds for general operating expenses and fee subsidies for children from income eligible families, but it is unclear what level of funds are made available specifically to support the Burkhart after-school program. Four children (representing two families) pay less than the $26/week per child program fee.

Regulation

This program is exempt from state licensing requirements because it is based in a school.

Evaluation

Evaluation forms are sent from the main YMCA office to parents and children each spring and fall. No evaluation is conducted by outside agencies or the school district.

CONCORD COMMUNITY CENTER
AFTER-SCHOOL PROGRAM
Indianapolis, IN

SPONSOR:
-- Community Centers of Indianapolis, Inc.
-- Program founded in 1984

LOCATION:
-- Concord Community Center
-- Urban residential area

CLIENTELE:
-- Estimated 100% families have incomes below $15K
-- 68% of children are White, 30% African-American, 2% Hispanic

SERVICES:
-- After-school program only
-- Hours 3:00-6:00 pm, 5 days/wk
-- Open school & summer vacations, early release days
-- Separate summer day camp is available

FEES:
– $5/year for children 12 & under
– Maximum $20/year per family

MOST IMPORTANT PROGRAM GOAL:
– Supervision in a safe & nurturing environment

PROGRAM SPACE:
– Full use of community center
– Use of playground, public library within community center

ENROLLMENT:
– PM: On average day, 60 students, 1st=7, 2nd=7, 3rd=10, 4th=15, 5th=12, 6th=9
– Serves a total of 300 school-age children

STAFFING:
– Child-staff ratio varies from approx. 10:1 to 15:1
– Program director, 48 hrs/wk; 2 programmers, 40 hrs/wk; support services programmer, 20 hrs/wk

SPECIAL STRENGTHS:
– Emphasis on building self-esteem, enrichment
– Flexible attendance, low fees, ample choice of activities, well-equipped facility/program encourage utilization

PROGRAM IMPROVEMENT NEEDS/ISSUES:
– Providing continuity & sustained staff-child relationships despite highly flexible attendance patterns

Sponsorship

The Concord Community Center is one of 14 Indianapolis-based community centers that make up the Community Centers of Indianapolis, Inc. (CCI).

Program Goals

The after-school program's goals include the following: providing supervision for school-age children after school as well as during school vacations and holidays; providing a safe and nurturing environment for school-age children that incorporates physical, social, and educational, age-appropriate activities; enabling children to increase their self-esteem and confidence levels by introducing them to new experiences and building on skills through which they can understand the world around them; providing opportunities for cultural enrichment and social interaction through special events, field trips, guest speakers, and other activities; providing breakfast, lunch, and/or snacks to supplement children's daily nutritional intake.

Clientele

Children participating in the Concord Community Center after-school program come from three different inner-city elementary schools; about 40 percent are enrolled in grades 1-3 and 60 percent in grades 4-6. Some 30 percent of the children are African-American, and all are from low-income families.

Approximately 60 children attend the Concord after-school program on any given day, with a total rotating enrollment of about 300.[1]

The population targeted by the center is children between the ages of 5 and 13 who are unsupervised before and after school and during summer months, and who reside within the center's catchment areas. Priority of service is as follows: (1) families with incomes below the poverty level; (2) single parents with children; (3) families with limited access to transportation; and (4) families who are most likely to seek and utilize socially acceptable alternatives for addressing high stress levels. Eligibility is also limited to children who attend school on a regular basis. Using these criteria, CCI research has determined that the Concord after-school program's target population numbers 4,743. Of this total, 2,663 are children ages 5-11 and 2,080 are ages 12-17.

Facilities and Equipment

The after-school program operates within the Concord Community Center facility and has full use of the building. The current structure was built in 1983 and includes a small library run by the Indianapolis public library system. There are facilities both in- and out-doors for large motor activities, as well as equipment and space for small motor activities. Age-appropriate games, crafts, and sports equipment are also available. In addition, there are computers and a volunteer who comes in to teach the children how to use them.

The large, clean, well-equipped, and self-contained facility affords separate rooms for activities offered on a daily and/or weekly basis. In other words, if children choose to work on their homework or participate in the School is Cool club or a writing club, they will not be interrupted by children playing large motor-skill or other noisy games. There is also a "living room" used for small discussion groups, as well as a kitchen for cooking classes.

Staffing

A program director heads up a staff of three, including a home outreach worker (one of three Franciscan monks who have done their volunteer residency at the center), a part-time youth care worker, and a staffer who handles counseling and guidance. Staff morale is high, and there is little turnover. Most staff live in the neighborhood and either are currently attending or have graduated from college. (One of the after-school staff is also the center's prekindergarten teacher and Jazzercise instructor.)

The child-to-staff ratio is 8:1 for children ages 6 and under, 10:1 for ages 6-8, and 15:1 for ages 9-12. When the age range varies, the adult to child ratio is targeted to that of the youngest children in the group.

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[1] Although this study's telephone survey attempted to screen out all "drop-in" programs, this after-school program is one example of a program that is in part drop-in but functions like a regular, five-day program – i.e., it provides a safe and structured environment, is competently staffed, and has carefully crafted its curriculum to meet the needs of children, some of whom attend daily and some of whom may attend only a day or two each week.

Nevertheless, there is considerable variation in child-to-staff ratios given the unpredictability of daily attendance.

Services

The Concord Community Center after-school program operates 3:00-6:00 p.m., Monday through Friday, essentially closing its facility to non-school-age children during those hours to enable staff to focus their time and energy on the after-school program. The program also provides activities for the children on school holidays and vacations. A summer day camp is available and attended by many of the same children (there is a separate registration fee). No additional special services are offered by the after-school program, though the center does afford parents a way to link up with other social service agencies in the city.

Activities and Curriculum

Upon arrival at the Concord Community Center, the children are provided with a snack and allowed to choose the activity they would like to participate in that afternoon. To meet the program's goals, activities time is carefully allocated along the following lines: 10 percent of activities time is devoted to musical expression and 10 percent to art expression; 20 percent to small group activities and/or projects that provide children an opportunity to develop their social skills; 15 percent to educational/academic endeavors; 25 percent to gross motor and/or high-energy activities; 10 percent to social issues, health, hygiene, and etiquette sessions or exercises; 5 percent to community projects, volunteering, and leadership opportunities; and 5 percent to reporting, meals, and other miscellaneous necessities.

In addition, club activities are offered on a regular basis; special self-esteem building exercises are held bi-monthly and a workshop session quarterly; two field trips per month are offered; and children are recruited for special interest groups (e.g., mentor programs, a police-sponsored camp). Organized sports, such as basketball and baseball teams, are also provided. Cultural/ethnic diversity are recognized through activities such as ethnic foods at snack time, cultural themes for parties, and holidays/celebrations of minority groups.

Linkages

No formal linkages exist with the Indianapolis public schools. The social worker of one of the main feeder schools works closely with Concord Community Center staff in dealing with various situations affecting the children. School personnel expressed strong appreciation for the program, indicating that "students who attend Concord tend to get their homework done," and that "the Concord Center has been great in getting kids on track." The center's staff includes a director of social services who serves as a liaison between children/families and the assorted social service agencies in the area.

Parent Involvement

After-school program staff regard the child as the client. Nevertheless, they have attempted to involve parents in a number of ways, albeit with limited success. In one attempt to afford staff an opportunity to meet parents, all parents were required to register their children in person;

unfortunately, few showed up for registration. Staff then had to return to regular registration procedures. Parents and guardians are also invited to serve as chaperons on field trips, but few volunteer. Center staff attempted to organize a parent advisory panel for the after-school program, but this too has been only modestly successful.

Despite the hesitancy or inability of parents to become actively involved, the after-school program is enthusiastically received by parents, schools, and the client children. Parents note an appreciable difference in their youngsters since they joined the program. One mother credited program participation for the considerable decline in her children's level of hyperactivity; another mother expressed appreciation for the snacks the program offers each day, since money is tight and she doesn't always have extra food in the house.

Funding

Under the auspices of its umbrella organization, Community Centers of Indianapolis, the Concord Community Center receives United Way support: The after-school program received $43,400 towards the $61,700 needed for the 1990-91 program year from the United Way. The center also raised $3,100 through fundraising efforts, received $9,800 through contract income, and took in an additional $4,000 through program membership fees. The annual center membership fee is $5 for ages 12 and under, or $20 per family, and membership includes full after-school program participation throughout the academic year.

Regulation

This program is exempt from state licensing requirements because it provides less than four hours/day of school-age child care and maintains a high drop-in enrollment.

Evaluation

There is no formal evaluation procedure. However, the executive director of the Concord Community Center reviews the after-school program four times each year, and evaluation questionnaires are sent to parents and children twice a year. Although staff performance is reviewed once each year, the process is now less formal than it once was, thanks to the longevity of staff as a whole and the enthusiasm they show on a daily basis.

KINDER CARE KLUBMATE PROGRAM
Indianapolis, IN

SPONSOR:
- Kinder Care, Inc.
- Wayne Township program founded in 1979

LOCATION:
- Kinder Care facility
- Borders on working & middle-class residential neighborhoods

CLIENTELE:
- Primarily working parents
- Estimated 11% families have incomes below $15K
- Remaining 89% families have incomes in $15-30K range
- 90% of children are White, 5% African-American, 5% Hispanic

SERVICES:
- Hours 6:00-8:00 am, 2:15-6:00 pm, 5 days/wk
- Open school vacations, snow & early release days
- Separate summer camp program

FEES:
- Before-school, $23/wk
- After-school only, or both before-&-after, $37/wk

MOST IMPORTANT PROGRAM GOAL:
- Adult supervision in a safe environment

PROGRAM SPACE:
- Dedicated space in child-care center
- Use of playground

ENROLLMENT:
- AM: N/A
- PM: 26 students, grades 1-6

STAFFING:
- Child-staff ratio approx. 20:1
- Director, 4 hrs/wk; teacher, 16 hrs/wk

SPECIAL STRENGTHS:
- Facility, transportation services
- National reputation as child-care provider

PROGRAM IMPROVEMENT NEEDS/ISSUES:
- Shortage of subsidized slots & lack of sliding fee scale discourage low-income families
- Curriculum modifications to offer children more choices (a change already in progress)

Sponsorship

Kinder Care is a private, for-profit corporation engaged in providing child-care services across the nation. KlubMate is the school-age component of Kinder Care's infant through age 12 child-care services.

Program Goals

KlubMate's primary goals are to provide supervision and a safe place for school-age children. Other important goals include children's completion of homework assignments and the provision of recreational activities and cultural and enrichment opportunities.

Clientele

The KlubMate program serves 26 children in grades 1 through 6, though most of those enrolled are in grades 1 to 3. Over 90 percent of the children are white; none have any handicapping conditions or special needs. The make-up of the adjacent neighborhoods ranges from very affluent to working-class. Three nearby elementary schools feed into the program. One school's bus transports the children directly to the program after school; the Kinder Care bus picks up at the other two schools and also delivers the few before-school program attendees to their respective elementary schools.

Facilities and Equipment

Kinder Care has its own facility, and the KlubMate program is located in dedicated space within the building. The areas allocated to four age groups -- toddler, preschool, kindergarten, and school-age -- are all connected in a wall-less horseshoe, with each age-level contiguous to the next. In addition to arts and crafts, board games, and books, the KlubMate program is equipped with Nintendo and a pool table.

Interior space is tight (e.g., there is no large motor-skills activity area), and the playground's equipment is mostly geared to preschoolers.

Staffing

The Kinder Care center director oversees and personally works with the KlubMate program about four hours/week. A part-time head teacher works 16 hours/week. Although a total of 26 children are enrolled in the program, daily group size is maintained at 20 children, maximizing the 20:1 child-to-staff ratio. Although not required for employment, both the director and head teacher have bachelor's degrees. Starting hourly wages range from $4.25 upwards, depending on experience and educational background.

Staff development is both available and reimbursable. All staff must undergo a 12-week probationary period with supervision and in-service orientation by the director. The company prefers that directors work their way up through the corporate ladder, and director training is available to prepare staff who wish to be considered for potential directorships. Kinder Care center directors meet with each other once a month at the district level and twice per year at the regional level. Although turnover at this Kinder Care facility has been high in the past, with three directors in two years, staffing has been stable and morale high since the arrival of the current director in 1991.

Services

The Kinder Care center is open mornings at 6 o'clock, Monday through Friday, providing breakfast and before-school supervision to about half the school-age children enrolled in the after-school programs. The KlubMate program operates 2:15-6:00 p.m., Monday through Friday, as well as on school holidays and vacations, snow days, and in-service teacher workshop days. Kinder Care also provides a full-day camp during the summer.

As noted above, transportation to and from local elementary schools is provided, either by the feeder school or (more often) by the center.

An additional Kinder Care service is the provision of on-site kindergarten: 18 kindergartners are currently served (in a program separate from KlubMate), including youngsters enrolled in the center's own half-day kindergarten and those who attend kindergarten elsewhere but spend the other half of the day receiving child-care services at the center.

Activities and Curriculum

All school-age children are grouped together during the school year. In the summer, however, the children are divided into two groups -- KlubMates and Junior KlubMates. Staff plan for the group as a whole. Except for Nintendo and the pool table, most arts and crafts, coloring, board games, and activities are geared to primary age children. Children choose the activities they wish to participate in, and most activities take place in small groups. The completion of homework assignments is an important component of the curriculum: Children have two scheduled opportunities per day to complete homework.

A major curriculum feature is the opportunity for children to earn badges for mastering fun challenges (e.g., reading a book or completing a special project). However, KlubMates is currently downscaling the emphasis on badges and exchanging it for a new program called NEON (New Exciting Opportunities Now). The NEON philosophy call for offering children more choices of activities and making all badge work optional. This approach seems consistent with children's views on the KlubMates program: Whereas some children expressed a desire for new and more "grownup" activities and equipment, most of the children seemed to like the program and noted how they especially enjoy playing pool and Nintendo with their friends.

Linkages

No formal linkages exist with the feeder schools or local community agencies, though occasionally an enrollment referral will be made by a school or school teachers will chat with KlubMate staff during pick-up time. High-school student interns sometimes serve at the center.

Parent Involvement

Parent involvement is based primarily on informal communication between parents and staff at the end of the day. More involvement is possible during the summer months when parents receive a weekly calendar of events and are invited to accompany the children on weekly field trips. Formal parent conferences are not held, but staff communicate with parents by phone if any problems arise. Outreach to new parents and families of children already enrolled includes an annual open house and occasional spaghetti dinners.

For parents whose primary concern is the safety and supervision of their children, the program is extremely well suited to meet those needs. The national corporation's reputation and an open-door policy that encourages parents to drop in at any time, promote parental trust and a belief that Kinder Care will provide quality care for their children. Parents are also pleased that the program offers children time to complete their daily homework assignments. Many families also appreciate the continuity advantages afforded by infant through age 12 enrollment, enabling their children to grow up with the center.

Funding

Some 90 percent of the program's budget is covered by parent fees, and 10 percent by state Title XX subsidies. Parents pay $37/week, which includes before- and after-school care and breakfast. The cost for before-school care only is $23/week. There is no sliding fee scale. A 10 percent discount is available for employees whose company participates in Kindustry, an employer supported child-care program.

There are only 12 subsidized slots at the Kinder Care center, but 23 of the 26 children who attend the KlubMate program pay the full fee. While there is an extensive waiting list for the few subsidized slots, KlubMate is losing clients for the full-fee slots, and is therefore necessarily embarking on an aggressive marketing campaign to regain some of the school-age enrollment that has been lost to nearby newly mandated, less expensive, school-based programs.

Regulation

Because the Kinder Care facility offers full-time preschool programs, the center must be licensed by the state of Indiana, and licensing includes the school-age care.

Evaluation

Kinder Care has no formal feedback or evaluation mechanism to assess its program, and there is no parent survey or questionnaire to systematically collect parent or child feedback. Staff are evaluated by the director annually.

APPENDIX B

STUDY METHODS

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TELEPHONE SURVEY SAMPLE DESIGN

Overview

The sample of before- and after-school child-care providers interviewed in the telephone survey is a nationally representative sample drawn from the universe of formal programs that care for children within the age range 5 through 13 years (i.e., enrolled in kindergarten through the eighth grade) for at least two hours per day four days per week. Home-based before- and/or after-school care by family day-care providers and individually arranged activities such as music lessons or once-a-week scout meetings were excluded from the survey.

The sample was selected in two stages. In the first stage, a sample of counties that are representative of counties in the United States was selected. In the second stage, a sample of providers within the counties selected in the first stage was selected. For the first-stage sample, we used the same representative sample of counties selected for A Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991) and the National Child Care Survey 1990 (Hofferth, Brayfield, Deich, & Holcomb, 1991). For those studies, counties across the nation were stratified according to region, metropolitan status, and poverty level, and sample counties were selected with probability proportional to the size of the population under age 5.

In the second stage of the sampling, a stratified random sample of before- and/or after-school care providers from the counties selected in the first stage was drawn. In order to draw the provider sample, we assembled a sample frame list of eligible providers; stratified providers according to whether they were public school-based programs or not, and, if they were public school-based, whether or not they were associated with local education agencies (LEAs) with higher or lower proportions of school-age children living in families below the poverty level; and drew random samples of programs from each stratum. The stratification plan, shown in Table B-1 on the next page, required drawing sufficient samples to yield 1,300 completed interviews with providers, some 840 of which were public school-based programs and 460 were not based in public schools. Approximately half of the public school-based programs were to be drawn from lower-income LEAs and half from higher-income LEAs.

In the following sections we describe the sampling for the telephone survey in more detail. First we describe the universe from which the sample was drawn and we present a detailed account of the selection of counties or primary sampling units for the study. Next we explain how before- and after-school programs were identified within the selected counties and describe the selection of samples of those programs for the telephone survey. The completed telephone survey sample sizes and the computation of sample weights are also presented. Finally, we discuss the precision of estimates from the survey data. Tables (except for Table B-1 below) and footnotes appear at the end of this appendix.

TABLE B-1

PLAN FOR STRATIFICATION OF SAMPLE

Strata			N	
(1)	Formal public school-based programs		840	
	(a)	Serving high proportions (>25%) of children in families below the poverty level		420
	(b)	Not serving high proportions of children in families below the poverty level		420
(2)	Other formal programs		460	
Total Formal Before- and After-School Programs			1,300	

The Universe of Before- and After-School Programs

The universe of interest to this study includes formal, institutional programs that provide before- and/or after-school care for children within the age range 5 through 13 years (i.e., enrolled in kindergarten through the eighth grade) for at least two hours per day four days per week. Individually arranged activities such as music lessons or once-a-week scout meetings are excluded because their basic purpose is not to provide consistent child care within the full range of hours needed by most parents. Home-based before- and/or after-school care by family day-care providers or group day-care homes are also excluded from the universe, primarily for practical reasons.[1]

There are five groups of providers (which are not mutually exclusive) that were specifically included in the sample frame:

- Licensed before- and after-school programs;
- Public school-based programs;
- Church-operated programs;
- Programs operated by private schools; and
- Programs operated by youth organizations.

Selection of Primary Sampling Units

As noted above, this study uses the same primary sampling units (PSUs, or counties or clusters of counties) that were selected for A Profile of Child Care Settings Study (PCS) and the National Child Care Survey 1990 (NCCS). The following subsections describe the selection of PSUs.

Sampling fraction. In order to determine the minimum PSU size, it was necessary to estimate the sampling fraction. Based on the estimated number of eligible early childhood programs in the United States, the overall sampling fraction was estimated to be 1 in 48 (which means that for every 48 providers eligible for the study, 1 was to be chosen for the sample). If we write the probability of selecting the ith PSU as $P(A_i)$ and the probability of selecting the jth provider within the ith PSU as $P(B_{ij})$, then the overall probability of selection takes the following form:

$$P = P(A_i) * P(B_{ij}) = 1/48$$

Thus, the sample was drawn so that neither the PSU component nor the provider component of the overall probability of selection could be less than 1/48, and small counties had to be grouped into larger clusters to bring their collective PSU selection probability up to 1 in 48.

The selection eliminated very small counties (population under 5000) from the study. Although eliminating these counties from the sample will create a very small bias, the efficiency of sampling and survey operations were considerably improved by doing so.

Stratification. After the smallest counties were eliminated, 2,863 counties with a total 1986 population of 240,213,400 remained. These counties were divided into self-representing and non-self-representing units.[2]

The sample consists of 100 PSUs. Each PSU theoretically represents 1 percent of the population under age 5 (counting the five boroughs of New York City as one county). The largest 20 counties were selected with certainty ($P(A_i) = 1.0$). These PSUs are listed in Table B-2. Selecting this part of the sample in one stage reduces the clustering effects in the total sample, in turn reducing standard errors and improving the precision of the sample estimates.

The remaining counties and county clusters were divided into 40 non-self-representing strata, and the selection included two PSUs from each of these non-self-representing strata. PSUs within each geographical region (north central, south, northeast and west) were further stratified into three categories based on metropolitan status. The first category includes counties with cities whose population is at least 100,000, so this is the most urban category. The second category includes all remaining metropolitan counties. The third category includes all non-metropolitan counties. Cross-classifying the four regions by the three urban/metropolitan status categories created the 12 groups of strata which were the basis of the sampling plan. Within these 12 groups the PSUs were further stratified on a third variable, the percentage of persons below the poverty level (Table B-3). The data for this stratification were taken from Census Bureau estimates of the percent of persons below the poverty level in 1979.

***Sample selection methods*.** Rather than making sample selections proportional to the 1986 total population, the measure of size (MOS) used was the estimated population under 5 years old. This was calculated as the product of the Census Bureau estimate of the total population in 1986 and the percentage of the 1984 population under age 5.

The overall MOS was 13,345,265, making the average stratum size 13,345,265/40 or 333,632. The average stratum size was then used as the basis for dividing the 12 groups of strata into strata roughly equal in size as shown in Table B-4. Because data for the proportion of the population under age 5 for counties with an approximate total 1986 population of less than 20,000 were missing from the Census Bureau estimates, this figure was imputed for counties with missing estimates.

As mentioned previously, small counties were combined to create clusters with selection probabilities of 1 in 48 or greater. Two PSU's were selected per stratum. Then, the probability of selecting a non-self-representing PSU is:

$$P(A_1) = 2*MOS(a_{hi})/SUM_h$$

where $MOS(a_{hi})$ is the estimated population under age 5 for the ith county in the hth stratum, and $SUM_h = \Sigma_i MOS(a_{hi})$.

***Sample selection process*.** The actual selection was made first by arranging the counties within each stratum alphabetically by state, thereby conforming to the Census Bureau listing given in the 1988 County and City Data Book. A running cumulative MOS was then calculated for each PSU, and using a random number table, the two PSUs whose cumulative MOS contained the chosen random digits were selected.

In strata where most or all of the county MOS_i were greater than or equal to the minimum MOS for the stratum, individual counties were randomly selected. In strata where the county MOS_i tended to be less than the minimum MOS, the selection was made in three stages. First, a state within the stratum was selected using the random method described above. Next, counties whose MOS was less than the minimum MOS were combined into clusters based on geographic proximity. Finally, PSUs were randomly selected within the selected state. These steps saved the labor of creating county clusters in states not included in the sample in that stratum. Table B-5 lists the selected PSUs.

Constructing the Sample Frame

Identifying all school-age child-care programs within the 100 PSUs that met the study's criteria for inclusion was a formidable task that ultimately entailed some 19,300 telephone calls and the collection of nine file-cabinet drawers full of data.

Criteria for including before- and after-school programs. To be included in the sampling frame, a program had to satisfy all of the following conditions:

(1) The program is center-based (i.e., family day-care providers or group day-care homes were excluded);

(2) It provides a minimum of two hours of care four days per week for children between the ages of 5 to 13 years; and

(3) It is not exclusively a drop-in program.

Sources of before- and after-school program data. Thirty-five states and the District of Columbia are represented by the study's 100 PSUs. Some of these states do not require school-age child-care programs to be licensed; other states exempt certain kinds of school-age programs. Nevertheless, preschool child-care centers are generally licensed, and many also provide before- and after-school services. Therefore, the first step in identifying programs was to obtain all the relevant state (and in some cases, county or regional) licensing lists and to winnow out of those lists as many ineligible programs as possible. Some states provided lists of all licensed care (of all kinds), organized by county, city, and/or zip code. We then manually searched the lists to identify all center-based programs with zip codes contained within each PSU, though this identification was made without any evidence that the programs actually serve school-age children. This strategy of including child-care centers without confirmatory evidence that they offer before- or after-school care was possible only because any program that might later be selected for inclusion in the survey sample would first have to satisfy eligibility screening questions during the initial minutes of the telephone interview. (We thereby avoided enormous expenditures of time and cost in contacting each program to verify their school-age offerings.)

About half the licensing agencies separately license school-age child-care programs and thus were able to provide lists of licensed programs, or had the computer capability to effect special database searches and format their reports to our specifications; they cooperated by limiting printouts to the kinds of programs we were seeking in our PSU counties or, at minimum, by annotating the full lists to include the ages of children being served so that we might manually make appropriate determinations.[4] Licensing agencies were also asked to forward copies of their licensing regulations to provide us with insights about the kinds of unlicensed before- and after-school programs we would have to discover through other means.

Once the licensing lists were on their way to RMC, a telephone team was assembled to commence the search for unlicensed programs. The team leader assumed responsibility for contacting all national- and state-level sources, designing data-collection forms, training staff, answering any program screening questions that might arise, "cleaning" and auditing all data collected, and generally overseeing the program identification process.

National sources that were asked to share their lists or provide guidance in identifying before- and after-school programs included the following:

a. National Association of Child Care Resource & Referral Agencies (NACCRRA)
b. National School-Age Child Care (SACC) Alliance
c. YMCA/USA
d. Bureau of Indian Affairs (BIA)
e. National Center for Education Statistics (NCES)
f. Council of Chief State School Officers
g. National Association of Elementary School Principals (NAESP)
h. Council for American Private Education (CAPE)
i. National Association of Independent Schools (NAIS)
j. National Catholic Educational Association (NCEA)
k. National Society for Hebrew Day Schools
l. Solomon Schechter Day School Association
m. Friends Council of America
n. National Lutheran Association
o. Christian Schools International/National Association of Christian Schools

The office of the U.S. Postmaster General was also consulted concerning accurate, efficient methods of identifying all zip codes within each PSU. Also consulted were numerous national directories of private schools.

State-level information, including lists and referrals to the appropriate personnel or offices, was obtained from the following:

a. State and/or county or regional child-care licensing agencies
b. Chief state school officer and/or state education agency contact
c. State dependent care block grants administrator
d. Child-care resource and referral offices within each state/county
e. State Community Education Resources contact office
f. State and/or county youth services/welfare office
g. State Chapter 1 office
h. National School-Age Child Care (SACC) Alliance members
i. SACC in America study's provider list

After mapping out each PSU on detailed road atlases (AAA and Rand McNally maps were used), identifying all cities and towns within the PSU, and listing their respective zip codes, staff proceeded to systematically call local sources within each town and city. Those sources, listed in the approximate sequence with which the calls were made, include the following:

a. Public school district office
b. Chamber of Commerce and/or town clerk or mayor's office (depending on size of the town)
c. Municipal parks and recreation department
d. Youth organizations -- including YMCA, YWCA, boys clubs, girls clubs, YMHA/YWHA where appropriate
e. United Way
f. Salvation Army
g. Religious institutions -- Catholic diocese, others as appropriate
h. Private schools

NCES provided a directory listing all school districts, showing their counties, grade spans of the schools they represent, and telephone numbers; NCEA provided a similar directory that listed individual Catholic schools by diocese and city, as did several of the other national private school associations listed above. Identifying the telephone numbers of the other sources was often facilitated by state-level contacts or the use of telephone book yellow pages, some of which were mailed to us by the above parties or other field informants. Our calls generally also elicited additional names and programs to be contacted, and those leads were immediately pursued.

How and what data were obtained. Calls placed to the above sources identified the caller, indicated that we were conducting a national study of before- and after-school programs under a contract with the U.S. Department of Education, explained that the study focused on 144 counties across the nation that were selected through statistical sampling procedures, and noted that only those programs that met the above-articulated criteria were being included in the study.

Calls to local sources were somewhat more direct: Typically, we first asked whether they offer an after-school program; if the reply was negative, we thanked them, often also probing to see whether they knew of other local agencies that might offer school-age care, and ended the conversation. Only if they responded in the affirmative would we launch into the purposes of the call, the conditions the program needed to meet to be included in our data collection efforts, etc. A few respondents (92 in all) required a written request for information that included the purpose of the study and/or assurances that the data (program names and addresses) would not be sold or otherwise distributed for any other purpose than the present study. Accordingly, a personalized letter, together with a copy of the study's abstract, was either mailed or faxed to them.

Data obtained during the telephone calls included the following information: program name and address, director's name, telephone, whether the program is located in a public school or other kind of facility, and whether it is part of a multisite operation (in which case, we also obtained the same information about the other sites, if they too were located in the PSU, and noted which location was the main headquarters). While talking with the telephone respondent, staff recorded these program data on specially designed data collection forms.

In instances where large multisite programs were found (e.g., 18 programs sponsored by a single organization) or an informant could provide a sizeable list of before- and after-school programs for a given area, respondents were encouraged to mail or fax their lists rather than provide the information by telephone. Accordingly, an estimated 350 lists were received by mail or fax from local sources, particularly from large school districts, Catholic diocese offices, and metropolitan YMCA programs. Another estimated 125 lists were received from regional, state, or national sources listed above, most especially from resource and referral agencies serving urban areas.

Telephone logs kept by each staff member and a telephone system that tracks outgoing calls by cost code showed that some 13,390 calls were made during the intensive eight-week data collection period, including calls to 1,371 public school districts. Another 5,910 calls were placed during the subsequent six-week period, mostly to follow up with individuals and organizations that had promised but failed to forward lists of before- and after-school programs.

Staff members engaged in the program identification telephone task were each assigned specific PSUs; daily team meetings and the physical location of staff in or near the team leader's office facilitated close supervision and immediate attention to any questions that arose during the course of the calls. As the telephone calls for each PSU were completed, the team leader reviewed the hand-written data sheets and field-generated lists, checking them for completeness and legibility of information and for the accuracy of zip code inclusion within the PSU. The RMC team leader also manually scanned the data to eliminate redundancies, identified the sources (e.g., local calls, school district, diocese), and over a period of several weeks forwarded the data organized by PSUs to Mathematica Policy Research (MPR) for entry into the computer database. In addition, she regularly made quality control checks of the identification process by randomly phoning programs to verify that they indeed offer school-age care that meets the study's criteria.

Data entry, elimination of redundancies, reports. Upon receipt of PSU data at MPR, the handwritten data sheets and other lists of programs, including the state licensing lists, were input into the before- and after-school sample frame database. Since data were forwarded over a several week period, frequent status reports were generated showing the sources of data for each PSU that had already been received and entered. Once data collection had ended, the computer assisted in eliminating redundancies between licensing lists and programs identified through other sources, though manual checking was also required.

At this point, the sampling frame was complete and a report was produced showing the number of before- and after-school programs in each PSU and their distribution by stratum (e.g., public school-based programs in lower-income LEAs, public school-based programs in higher-income LEAs, and other programs).

Cautions regarding kinds of programs included or excluded. The results of any search of this nature inevitably include some programs that do not technically meet the study's conditions for inclusion and reject or miss others that qualify. Erroneous inclusion of programs, however, posed no serious problem, since such programs eventually were screened out at the interviewing stage of the telephone survey. In building the sample frame for this study our concerns therefore focused on the omission of eligible programs. We attempted to internally control the completeness with which before- and after-school programs were identified by two means:

(1) Close supervision of staff and the use of data source checklists ensured that all the sources listed above were systematically contacted in every town and city within each of the PSUs.

(2) Because of the use of multiple sources at the local level, a fairly high level of program redundancies were expected to occur, especially within small towns and rural areas and in metropolitan areas served by efficient resource and referral agencies. Where redundancies failed to occur with any logical frequency, staff members delved deeper; in small towns, this often entailed calling church rectories, librarians, school secretaries, police or fire departments. In large cities, routine sources invariably suggested many names of knowledgeable community people who could be contacted for additional clues about where else to search.

The exclusion of programs that did not meet the study's criteria was controlled through close supervision of staff and the immediate referral of all questions to the team leader, who in turn sought further clarification from the study's principal investigator as necessary.

Nevertheless, we acknowledge four known sources of erroneous inclusion or exclusion: day-care centers, programs that are really drop-in programs, programs located within private non-denominational schools, and programs operating on college campuses.

The sheer numbers of licensed day-care centers made it unfeasible to phone each facility to ascertain whether care for school-age children is provided.[5] Rather, we relied upon state licensing lists, only about half of which contained clues as to which centers offered before- and after-school programs. As previously noted, ineligible programs were screened out during survey interviewing, and rates of ineligibility were taken into account in the calculation of sample weights.

For the identification of drop-in programs, we primarily relied on telephone respondents' own perspective of their program; if they claimed they were not a drop-in program, we generally assumed this was true and included them. In many cases (involving perhaps as many as 200 programs), however, the determination was a judgment call made by the team leader after probing into program operations (e.g., enrollment/sign-in procedures, fluctuations in daily attendance, kind of programming/curricular structure, nature of staffing and child-to-staff ratios, and location of program). As a result, many programs sponsored by boys and girls clubs, scout organizations, and parks and recreation departments were excluded; others, such as one of the programs visited in this study (see Appendix A), were allowed, not only because they do not perceive themselves to be drop-in programs but also because they seem to represent a new model of program aimed at consistent before- and after-school care within an educationally focused setting, one that affords a well-structured program but suits parents and children who do not require services four or five days per week. As with anticipated errors arising out of the decision to include day-care centers for which we had no definitive information that they provide school-age care, we reasoned that any such programs that were exclusively drop-in would eventually be identified and screened out of the survey sample at the telephone interview stage and that the errors would be taken into account in the calculation of sample weights.

Programs located in private schools (especially those that are non-denominational, independent, or proprietary) and on college campuses posed an almost insurmountable challenge. Many states do not require the licensing of private schools, and many of the schools cannot afford or choose not to belong to national associations. Further, no complete directory of the nation's private schools exists; the directories that are available (which typically charge a fee for the school's inclusion) list thousands of schools, and only a small number of the schools highlight in their descriptive narratives any reference to providing after-school or extended-day care. Moreover, many of the schools listed in the directories are boarding schools, where after-school programming is traditionally the time for sports and club activities but is not considered an after-school child-care program per se. For this reason, boarding schools were excluded. Day schools listed in the directories (and in other lists provided by national associations), however, were phoned; if the respondent (usually the school's director/headmaster and/or assistant) indicated that the after-school activities were a standard part of the curriculum, the program was not included. If, however, the after-school component was completely optional (e.g., a large number of children left the school grounds, or parents were expected to pay extra for the late-afternoon hours), the program was included in the study. Such determinations were generally made by the team leader.

Similar identification problems apply to campus-based programs. No national listing of campus child-care facilities exists.[6] We therefore routinely phoned only prominent colleges and universities within each

PSU and any others that were marked on the atlas maps. Given the extremely low yield of programs identified during these calls, it may be that there are not many campus-based programs.

Accuracy and completeness of the sample frame. In constructing the sample frame, we expended every effort to assure the inclusion of all before- and after-school programs that met the study's criteria and to exclude those that did not. Such efforts included the following: (a) a thorough and systematic approach to collecting program names and lists at the national, state, and local levels; (b) a trained and closely supervised telephone team whose members ultimately completed 19,300 telephone calls and collected some nine file-cabinet drawers full of data; and (c) problem solving (such as the further probing of candidate programs to weigh their eligibility for the study), quality control, and data review/cleaning by the telephone team's leader, whose membership on the full study's research team also meant that she regularly kept other study members informed of the methods and process of program identification and sought their input and feedback.

In the absence of a uniform requirement for statewide licensing of before- and after-school programs across the nation, which would have made building the sample frame a relatively straightforward and error-free task, the sole basis for our claims to completeness is our reliance on professional judgment, research competency, and maximal effort. The margin of error is simply unknowable, though we estimate it to be extremely small. However, errors arising from our improper inclusion of programs in the sample frame that do not meet the study's criteria were identified and screened out of the survey data at the telephone interview stage and/or at the post-survey data cleaning stage, and the errors were taken into account in the calculation of sample weights prior to the analysis of data. (See Table B-6 at the end of this appendix.)

Sampling Providers

Selecting stratifying variables. The stratification of school-age programs within PSUs was driven by the need to obtain minimum sample sizes for certain subgroups within the constraints of an overall sample size of 1,300 programs. We identified public school-based programs and among public school-based programs, those that serve proportionately more low-income children, as subgroups for which it is important to produce precise estimates of levels and characteristics of care. Therefore, we stratified the sample according to whether or not the program is located in a public school and in addition, further stratified the subsample of public school-based programs according to whether or not they are located in LEA attendance areas in which more than 25 percent of the school-age children live in families with incomes below the poverty level. It was necessary to oversample providers among public school-based programs and public school-based programs that serve low-income children in order to produce precise sample estimates for those groups.

Establishing sampling rates. Based on resource constraints and the need for precise survey estimates for key subgroups, the desired sample size and allocation of the sample was 1,300 programs, including 840 public school-based programs (half in higher-income LEAs and half in lower-income LEAs) and 460 other programs not based in public schools. This sample allocation required oversampling public school-based programs in higher poverty areas and to a lesser degree, other public school-based programs. However, within each of these groups, the sampling strategy was to:

- Make sampling rates as nearly equal as is practical, and
- Minimize variation among the non-self-representing PSUs in the number of programs selected per PSU.[7]

To set sampling rates, we first prepared our best estimates of the numbers of school-age programs (N_{ti}) of each type t in each PSU. We then established the within-PSU sampling rate for each type--$P(B_{ijt})$.

From the earlier discussion of selection of PSUs, recall that the overall probability of selection is the product of the probabilities for each stage:

$$P = P(A_i) * P(B_{ij}).$$

Similarly, the overall probability of selection for each type of program (P_t) is:

$$P_t = P(A_i) * P(B_{ijt}).$$

To keep the values of P_t equal, we set the within-PSU probability:

$$P(B_{ijt}) = P_t/P(A_i).$$

Since we did not have an overall estimate of the population, P_t had to be estimated. First, we established a preliminary overall probability for each type of program ($P_{t'}$):

$$P_t' = n_t/\Sigma N_{ti},$$

where n_t is the desired number of selections overall and ΣN_{ti} is the sum of the population totals of type t over all of the PSUs.

Next, we defined a preliminary within-PSU probability. However, some PSUs contained too few programs to allow equal probability selection, so in these PSUs, where $P_{t'}$ is greater than or equal to $P(A_i)$, we selected all school-age programs in the PSU:

$$P(B_{ijt})' = P_{t'}/P(A_i) \text{ if } P_{t'} < P(A_i)$$

$$P(B_{ijt})' = 1.0 \text{ if } P_{t'} \geq P(A_i)$$

Then, the estimated number of selections of programs of type t in the ith PSU (n_{ti}') is:

$$n_{ti}' = P(B_{ijt})' * N_{ti},$$

and:

$$n_t' = \Sigma n'_{ti}.$$

In cases where n_t' did not equal the desired number of selections (n_t) we adjusted the second stage probability as follows:

$$P(B_{ijt}) = 1.0 \text{ if } P(B_{ijt})' = 1.0$$

$$P(B_{ijt}) = P(B_{ijt})' * (n_t/(n_t' - n_{tk})) \text{ if } P(B_{ijt})' < 1.0,$$

where n_{tk} is the number of programs selected in PSUs where $P(B_{ijt})' = 1.0$.

Completed Sample Sizes

Table B-6 summarizes the final allocation of the sample among the strata described above. Interviews were completed with 1,304 before- and after-school programs. Subsequent to completing the telephone survey, a careful review of the telephone interview responses during data cleaning in late fall 1991 caused us to reduce the number of eligible programs prior to final data analysis to 1,289, of which 850 were public-school-based programs and 439 were other types of programs. (Of the 15 programs thus eliminated, 14 had not initially identified themselves as exclusively drop-in programs, and the screening questions thus failed to eliminate them; however, during the course of the telephone interview, they reported that 100 percent of their after-school enrollment attended on a drop-in basis. Similarly, the other eliminated program reported an after-school enrollment of 1,700 children with a large proportion of children (60 percent) attending on a drop-in basis, indicative either of the program's essentially drop-in nature, a reporting or data entry error, or the program's extreme outlier status as a conventional after-school program operating at a single site.)

Approximately half (426) of the 850 eligible public-school-based programs interviewed were located in lower-income LEAs, and the other half (424) were situated in higher-income LEAs.

Response rates to the survey were high. Overall, 91 percent of the eligible programs sampled completed the survey. Response rates ranged from 87 percent for the non-public-school-based programs to 96 percent for the public-school-based programs in higher-income LEAs.

Sample Weights

Sample weights adjust the distribution of the sample to that found in the population. In the survey of before- and after-school care providers, the distribution of the sample was not proportional to that of the population of providers because:

- The probabilities of selection varied both within and across types of providers;[8]

- Rates of eligibility varied across types of providers and strata, and between PSUs within strata; and

- Response rates varied across types of providers and strata, and between PSUs within strata.

If sample weights did not correct the disproportionality introduced by these three factors, some groups would be over-represented in the sample, and others would be under-represented. Because these groups may differ from each other in ways that are important to the study, this over- and under-representation could lead to biased estimates being made from the survey data.[9]

Separate sets of sample weights were computed for each of the three types of providers: namely, public school-based programs in higher-income LEAs, public school-based programs in lower-income LEAs, and programs not based in public schools. Since the sample was selected in two stages and probabilities varied among PSUs, weights were calculated on a PSU-by-PSU basis. Some PSUs were combined before computing the weights because in a few PSUs there were no survey responses or no population for one or more groups of providers.

The sample weights have three components corresponding to the sources of disproportionality discussed above. The first component of the weights corrects for differing probabilities of selection, the second adjusts for differences in eligibility rates, and the third adjusts for differences in response rates. The first component of each program's sample weight is the inverse of its cumulative probability of selection (the product of the probabilities of selection at the first and second stages). Those with lower probabilities of selection are under-represented in the sample and are weighted up, while those with higher probabilities of selection are over-represented in the sample and are weighted down. The first component of the weights served as a preliminary weight for computing eligibility and response rates.

The second component of the each program's sample weight adjusts for differing eligibility rates. Eligibility rates are defined as the ratio of the (weighted) number of eligible programs in the PSU to the total (weighted) number of programs for which eligibility was determined. The eligibility rate adjustment is lower in PSUs with lower eligibility rates, reflecting the estimate that the population there is smaller than was initially assumed.

Finally, the third component of each program's sample weight is the inverse of the response rate, defined as the weighted number of completed interviews divided by the weighted estimate of the number of interviews attempted with eligible providers. This adjustment ensures that the responses in each PSU are weighted up to the eligible sample in the PSU. If the adjustment were not made, PSUs with high levels of nonresponse would be under-represented compared to those with lower levels of nonresponse.

The net effect of these components of the weights is to adjust the sample total in each PSU (or group of PSUs) to the population total for that PSU.

Design Effects

Departures from simple random sampling.[10] Standard formulas for computing sampling errors (such as those typically used in statistical software packages) are based on the assumption that the data being analyzed are obtained from a simple random sample. A simple random sample has three characteristics pertinent to sampling errors. First, it is an element sample, which means that the units being analyzed are sampled directly rather than as part of larger units. Secondly, every element in the sample has an equal chance of being selected. In other words, it is an equal probability or self-weighting sample. Finally, a simple random sample is not stratified. The sampling error for a sample which does not have these characteristics will usually be quite different than the sampling error that would result from a simple random sample of the same size.

The sample drawn for the National Study of Before- and After-School Programs is a complex sample that differs from a simple random sample according to each of these three characteristics. This study's sample is not an element sample because the sample was selected in stages; PSUs were selected in the first stage, and programs were selected within PSUs in the second stage.[11] This multi-stage selection results in a clustering effect, which arises because elements within a cluster (PSU) tend to resemble each other more than they resemble the general population. The greater the homogeneity of programs within PSUs, the greater the design effect of clustering.[12]

This study's sample is also not an equal probability or self-weighting sample, for reasons discussed in the last section. The use of sample weights, like clustering, tends to increase sampling error, although this is not uniformly the case. In some instances the weights are positively correlated with study variables, in which case the weighted variance will be smaller than the unweighted variance.[13]

Finally, this study's sample is stratified. Stratification, to the extent that the variance within strata is small relative to the population variance, will result in smaller sampling error.

In estimating design effects for the study's sample, sample variances were computed for a selected set of representative variables. Design effects were computed by comparing these variances to estimates of the variance in a simple random sample of the same size. Because the programs in the self-representing PSUs were in essence sampled directly, they are not subject to a clustering effect; thus, the design effect calculations in the self-representing PSUs accounted only for the effects of weighting. For these PSUs, design effects were calculated for each selected variable as the weighted variance[14] divided by the estimate of the simple random sample variance.[15] The design effects for several variables were then averaged to create a more stable estimate of the effect of weighting in the self-representing PSUs.

For the remainder of the sample, the calculations estimated the effects of both weighting and clustering. Weighted estimates of the clustered variance and the overall design effect were computed for each variable. Then average overall design effects were estimated for the groups and subgroups of various sizes.

Overall representativeness of the study's sample. We have just described in detail the methods used for selecting the primary sampling units, constructing the sample frame, sampling providers, and weighting the sample to adjust its distribution of programs to that found in the general population. These methods produced an approximately representative national sample of before- and after-school programs that met the study's criteria for inclusion -- i.e., a nationally representative sample of center- and school-based before-and after-school programs that serve children ages 5 to 13 years and provide a minimum of two hours of care four days per week and not exclusively on a drop-in basis.

We wish to acknowledge, however, two specific reservations about the representativeness of the study's sample. First, the percentage of licensed programs may be biased upward due to the difficulty of identifying non-regulated before- and after-school programs (i.e., those exempt from state or county licensing) within 144 counties of the nation for inclusion in the sample frame. And second, while a variety of procedures were used to ensure that the sample of programs drawn for the telephone survey was representative of the sample frame, the sample frame itself may not be entirely representative of all formal before- and after-school programs in the country. In addition to the difficulty of identifying non-licensed programs, the program criteria (center-based programs that provide a minimum of two hours of care four days per week and not exclusively on a drop-in basis) shaped the sample frame. Thus excluded were an unestimable number of programs that take place after school on a drop-in and/or membership basis (e.g., many of those operated by parks and recreation agencies, youth service organizations, community centers), as well as specially arranged after-school activities (e.g., music lessons, cultural/language classes, sports teams) and all non-center (e.g., group or home) care.

TELEPHONE SURVEY OF BEFORE- AND AFTER-SCHOOL PROGRAMS

The CATI System

The telephone survey was administered using a computer assisted telephone interviewing system (CATI) at MPR's telephone center. In comparison to telephone surveys conducted using paper questionnaires, CATI surveys afford several advantages, including greater flexibility in tailoring questionnaires to different types of school-age child-care providers using the software's branching capabilities, the reduction of data entry errors through the use of range and consistency checks built into the software, and the ability to produce timely and detailed reports on survey progress and interviewer performance. In addition, CATI's automatic scheduling feature controls the scheduling of any callbacks that may be required and allows the supervisor to determine the priority sequence and timing of interviewer assignments.

The survey questionnaire, probes, and definitions were programmed onto the CATI system, debugged, tested, and carefully compared to the paper questionnaire to ensure that the skip logic and question wording was accurate. (Appendix C contains the full survey instrument.) Additional testing and debugging took place as a result of practice interviews conducted during interviewer training.

Interview Training

Because the flow of questions and implementation of complex skip patterns are automatically controlled in a CATI survey, training focused on providing interviewers with an adequate understanding of the study and sufficient familiarity with the instrument's items. More specifically, training provided the following:

(1) A comprehensive explanation of the purpose of the study, aimed at enabling interviewers to gain cooperation during the initial contact with respondents;

(2) A review of standard interviewing principles and techniques, including nondirective probing, aimed at equipping interviewers for collecting unbiased data;

(3) A detailed review of the survey instrument, with attention to skip patterns and definitions of all items; and

(4) Practice with the survey instrument, starting with straightforward practice interviews and culminating with interviews of greater complexity.

The CATI team assembled by MPR included 16 interviewers, drawn primarily from the company's ranks of experienced interviewers. Of this group, 14 had previously used CATI, and five had prior experience interviewing child-care providers or other professionals.

The interviewers were supervised by two MPR professional staff members, who also intensively monitored the calls using a silent monitoring telephone/video screen arrangement designed to provide interviewers with almost instantaneous feedback on their performance.

How the Interviews Were Conducted

Prior to commencing the survey, the mainframe computer file containing contact information for the selected sample of before- and after-school programs was downloaded into a file accessible to the CATI system, enabling CATI to be used for personalizing survey questions, producing individual letters to program directors in advance of the phone calls, generating mailing labels, setting up case contact sheets, and generally controlling the sample. Data contained in this CATI sample file included the name of each program, director's name, address, telephone number, stratification variables, and an indicator identifying the sample replicate in which the program was selected.

Because introductory letters that explain the purpose of the study and its sponsorship typically reduce non-participation in surveys, personalized letters were sent to the first replicate of sampled providers before the telephone calls got underway. The advance letters also indicated that participation in the survey was voluntary, included brief work sheets to enable them to prepare ahead of time for questions that might require information from program records (e.g., enrollment by age, fee structure), and provided a toll-free number for further questions and/or for scheduling the telephone interview at the provider's convenience. Advance letters to additional replicates of 100 providers were mailed on a weekly basis.

The telephone interviews were conducted from mid-February 1991 to mid-June, Monday through Friday, between 9 a.m. and 4:00 p.m. E.S.T. Depending on the complexity of the program, the length of the interview ranged from 20 minutes to more than an hour. On average, it took 43 minutes to complete an interview, but because program directors often could not remain on the telephone for long periods of time, some interviews were completed in segments. It took an average of 11 calls or 1.95 hours to schedule and complete an interview.

As noted above, a total of 1,304 interviews were completed, for a response rate of 91 percent of the eligible cases released. In part, the high response rate was achieved when, in late April 1991 after 80 percent of the eligible cases released had been already been interviewed, MPR followed up by phone a refusal conversion letter mailed on Wellesley stationery (and bearing Michelle Seligson's name). The high response rate was also the result of the sensitive manner in which the programs were approached: Providers were sent the advance mailing preparing them for the call; the aid of secretaries and teachers in scheduling interviews was enlisted; interviews were scheduled at the convenience of respondents; and the purpose and importance of the study were emphasized, as well as the reasons why it is in respondents' interest for the government to be well informed regarding child-care issues. The refusal conversion calls were handled with similar care by an interviewer specially trained for this delicate task.

Quality Controls

Throughout the telephone survey process, interviewers were supervised by MPR professional staff members knowledgeable about the study. Daily status reports were run to show daily and cumulative distributions of eligible completions, refusals, other interim or final statuses, and unreleased sample by stratum. These reports enabled project staff to monitor completion rates and eligible sample size by stratum, as well as to measure individual interviewer performance by number of calls made, calls completed, refusals, time per completed call, number of calls per refusal, and total hours logged into the CATI system. Also frequently run were reports summarizing item nonresponse rates for key variables by interviewer, enabling project managers to minimize sources of interviewer variability.

As interviews were completed, the data were moved into a separate CATI directory for coding and data cleaning. Weekly CATI cleaning reports enabled project supervisors to monitor the percentage of critical items coded as "don't know" or "refused," and where necessary, repeat calls were made to those programs. The data cleaning process also checked all responses for acceptable values and logical consistency within the full data record.

Analysis of Survey Data

After the interviewing was completed and all data had been reviewed for completeness and consistency, the data were reformatted into computer files that were used to create analysis files. Statistical Analysis System (SAS) software was then used to read the raw data files and create SAS and SPSS/PC data files for analysis by RMC. All data were weighted to take into account different sampling probabilities and response rates in different sampling strata, thereby enabling us to present percentages and means that are best estimates of the population characteristics.

Sample Confidence Intervals

In any statistically based study of this nature, it is especially important that data be presented in a manner that is readily accessible to readers from non-technical backgrounds. With this in mind, we offer a few comments to guide the interpretation of results presented in the tables throughout this final report.

Standard errors of measurement are not shown in tables that report proportions. Instead, Table B-7 at the end of this appendix provides the half-widths of the 95 percent confidence intervals for sample proportions. (A half-width of a 95 percent confidence interval corresponds to 1.96 times the standard error, or approximately twice the standard error of the sample proportion.) These bands of confidence -- intervals within which the proportion of programs nationwide would most probably fall -- allow one to extrapolate from the sample of programs examined in this study (or a subgroup thereof) to the national "universe" of before- and after-school programs that fit the study's criteria.

For example, Table III-9 shows that 73 percent of the study sample's 1,289 programs provide both before- and after-school care. Using Table B-7, we can then conclude with 95 percent confidence that 70 to 76 percent of the nation's center- or school-based child-care programs that meet this study's program criteria offer both before- and after-school sessions. (Sample size = 1,289; proportion measured = 0.7; half-width value = .03, or 3 percentage points above and below the reported sample proportion of 73 percent.)

As another example, looking at Table II-4 we see that children in grades K-3 make up 69 percent of all after-school program enrollments, out of a total sample size of 1,203 programs that reported providing such care. Using Table B-7, we can then assert with 95 percent confidence that among programs which fit the study's criteria, children in grades K-3 comprise from 66 percent to 72 percent of the nation's after-school program enrollments. (Sample size = 1,200; proportion measured = 0.7; half-width value = .03, or 3 percentage points above and below the reported sample proportion of 69 percent.)

For the full sample of 1,289 before- and after-school programs, the half-widths of the 95 percent confidence intervals range from 2 to 4 percentage points, depending on the value of the estimated proportion. It is important that the reader keep in mind this confidence band when interpreting the sample proportions reported herein. The sample proportions reported in a representative national study such as this one are convenient approximations that can be conventionally "read" as national proportions (for instance, in the previous example it would be entirely appropriate to state that children in grades K-3 make up 69 percent of the nation's after-school program enrollments). However, the confidence interval provides a more accurate estimate of the "universe" by signifying the extent of the standard error that has been statistically introduced in using the sample proportion to estimate characteristics of the total population.

It is also worth pointing out that the smaller the sample size, the greater the half-width value of the 95 percent confidence interval. Thus the 2 to 4 percentage point range for the full sample of 1,289 programs increases to an 8 to 14 percentage point spread for a small subset of 50 programs.

Significant Differences Between Groups

Another important statistical concept that aids readers' interpretation of our findings is the notion of significant difference, of whether the difference between two groups is anything more than the result of chance or natural variation. Table B-8 displays statistically significant differences between the proportions of sample subgroups.

Consider, for example, Table V-1, which shows that 91 percent of the 538 programs that primarily serve children from low-income families include the provision of cultural and enrichment opportunities as a program purpose/goal, compared with only 83 percent of the 652 programs serving higher-income families. To determine whether this difference is of any statistical significance or is merely a sample fluctuation that can be attributed to chance, the reader would consult Table B-8, where it would become clear that the difference between the two kinds of programs is indeed significant. (Align the two group sample sizes to reflect 600 and 500; look for the smaller proportion of the two samples, the 0.8 column; to be statistically significant at the 95 percent level of confidence, the two proportions need to have a difference of 8 percentage points -- which, of course, they do, albeit just barely.) It is only because of this statistical difference that we can conclude, with 95 percent confidence, that before- and after-school programs primarily serving low-income families are more likely to focus on the provision of cultural and enrichment opportunities than are programs that serve higher-income populations. Had the proportions not been statistically different, one could only have concluded that both kinds of programs are equally focused on the provision of cultural and enrichment opportunities.

Differences between groups range from 6 to 21 percentage points, depending both on the sample size of the respective subgroups and the values of the estimated proportions. Generally, as the sample sizes decrease and the proportions approach 50 percent, the difference between the two groups needs to be greater to reach statistical significance at the 95 percent confidence level.

In comparing program characteristics across sample subgroups, our narrative discussion of the study's findings addresses only those differences found to be statistically significant at the 95 percent confidence (or .05 alpha) level.

THE SITE VISITS

Purpose of the Site Visits

This study is based upon the data obtained from a telephone survey of a nationally representative sample of some 1,300 before- and after-school programs and site visits to 12 programs located in three communities that were included in the national survey sample.

The site visits were designed to supplement the national statistics collected through the telephone survey and to enhance our interpretation of the survey data. The site visits also provided an opportunity for examining firsthand some of the current issues in school-age child care, such as varying partnership arrangements, space accommodations, curriculum focus, and staffing patterns.

With 12 programs in our site visit sample, we essentially had 11 replicates for testing hypotheses generated from the relations observed at any one site. In addition, we had three communities in which we were able to examine interrelations among programs and community context. Although this type of cross-site/-program analysis differs from statistical analysis of large-scale survey data, there is a long social science tradition supporting its validity. The differences of purpose in case studies and statistical surveys is explained by Robert K. Yin (1984), a leading proponent of case study methodology, in this way:

> [C]ase studies, like experiments, are generalizable to theoretical propositions and not to populations or universes. In this sense, the case study, like the experiment, does not represent a "sample," and the investigator's goal is to expand and generalize theories (analytic generalization) and not to enumerate frequencies (statistical generalization). (p. 21)

Green and David (1984) make a similar point:

> The sample [of cases] represents the population adequately to the extent that it allows the cross-site analysis to take into account all the reasonable and relevant combinations of contextual conditions that might serve to qualify or limit conclusions from the study. (p. 83)

Rationale for Selecting Sites and Programs To Visit

Yin notes that site selection procedures must logically follow from the purposes of the research itself and that the appropriate selection of sites requires painstaking professional judgment: "Any use of multiple-case designs should follow a replication, not a sampling, logic, and an investigator must choose each case carefully" (Yin, 1984, p. 53).

Rather than randomly selecting programs, our design sought to select programs that (a) exhibited the phenomena that the study was designed to better understand, (b) illustrated the range of variation that exists in the delivery of school-age child care, and (c) served communities in different ways.

We therefore first looked for programs that were well established and fully functioning (i.e., not new or about to close down), particularly those that served low-income neighborhoods and were based in schools. Secondly, in constructing the list of programs to be visited, we attempted to select programs that did not all "look alike," i.e., they differed on key variables such as enrollment size, grade span and minority composition of children, proportions of low income families being served, program purposes and sponsorship, and the kinds of activities routinely offered children. In addition, we aimed for different geographical regions of the country and variation in the kinds of facilities in which the programs were housed (e.g., center- or school-based). We thus sought to ensure maximum diversity on the variables most important to the study. Finally, we strove to identify programs within the same cities but which seemed to be serving their communities in different ways and whose formal relationships and coordination with the school district, community organizations, and parents would also provide variation.

Methods for Selecting Sites and Programs to Visit

A three-step selection process was followed:

(1) Using program data and constructed variables obtained during the study's telephone survey of 1,304 programs, we first attempted to identify programs that were of high or above-average quality. A program was classified as "high quality" if any two of the following conditions were true: its child-to-staff ratio was better than the median ratio obtained in the survey; its staff turnover was below the median; staff training was higher than the average; and the program was accredited. These criteria, combined with information on staff salaries and staff levels of education, were used to create an index that served as a proxy for "quality." All surveyed programs were ranked according to their "score" on this index, enabling us to identify clusters of programs that scored high on the constructed quality index and that were located in states and metropolitan areas regarded by national child-care experts as highly proactive in the provision of school-age programs.

(2) Next, a data file was constructed to display salient information collected from all programs included in the telephone sample within each of these "candidate" metropolitan areas that were under consideration for selection as sites. (Because of our concerns over the predictive value of the proxy quality variable, and also to ensure sufficient variation in targeted characteristics of programs, printouts of all programs in the candidate sites were obtained, sorted by "high quality" and "low quality." Ultimately, however, it was not necessary to choose from the "low quality" listings.)

In addition to the quality score, program characteristics that were considered during the selection process included the following:

- Income levels and race/ethnicity of families served. A basic focus was on the selection of programs that served a high proportion of economically disadvantaged children, i.e., programs in which 40 percent or more of enrolled children qualified for free or reduced-price lunch, had families receiving AFDC, or came from households with annual incomes below $15,000. Among the programs serving low-income families, we also were concerned about the racial/ethnic diversity of children enrolled in the programs and attempted to construct a list that would include both predominantly single-group and mixed populations.

- Program sponsorship and location. While we wanted a range of sponsors, including public school districts, non-public schools, day-care centers, community centers, etc., we were especially interested in programs based in public schools, both those operated by the schools and through partnership arrangements with outside vendors.

- Ages/grade span of children. We looked at the ages of children being served by the programs and attempted to include both those with predominantly K-3 enrollments and programs serving at least 20 children in grades 4-7.

- Program size. We only considered programs enrolling at least 15 children and attempted to select a range of small (15-30 children) to large (more than 100) programs.

- Number of program locations. We wanted to include some multisite programs along with the single-site ones.

- Program purpose and activities. We attempted to select programs with varied responses to the survey item that asked about the program's most important purpose (e.g., primarily the provision of supervised care, recreation, academic focus, enrichment, or home-like atmosphere).

Using detailed printouts generated to capture the above variables, the data were reduced to an easy-to-read grid that listed the numbers of programs fitting each of the above characteristics at each candidate site.

(3) Careful perusal of the various data sorts suggested several different combinations of sites as options for the visits. After weighing the respective pros and cons of each site mix, senior project staff, in consultation with the government project officer, were then able to arrive at consensus on three urban sites geographically spread across the United States: Oakland, California; Miami, Florida; and Indianapolis, Indiana.

The printouts also enabled us to develop a "short list" of programs to visit within each site, but at this point the advice and expertise of local child-care professionals (including resource and referral specialists, school district officers, YMCA program directors, and others) was solicited. Their insights concerning the quality and representativeness of before- and after-school programs in their community helped inform the final selection of programs to visit. As a result of their encouragement and counsel, two additional programs were added in Oakland, one in Miami, and a rural one just outside Indianapolis. These four programs, however, were not part of the study's sample frame, though they had been included in the universe of programs identified during the early stages of the study. Accordingly, a member of the study team conducted telephone interviews with these extra programs. The data supported their selection, primarily because of the variation in key program characteristics that we sought to achieve within each community and across all 12 programs.

By this point, having duly considered demographic and other essential programmatic characteristics, we had arrived at a "preferred" list of four programs at each of the three sites. We then made contingency plans, identifying three or four alternative programs at each site to use as backups in the event that one or more of our chosen programs declined to participate or we were unable to accommodate their requested schedules. Similarly, we identified an alternative community for each of the three sites, just in case it became necessary to replace an entire site.

Scheduling the Site Visits

Permission to visit all "preferred" programs in the three communities was readily secured by placing calls to program directors and their respective supervisory agencies. For each program, the calls were followed up with written confirmation of the visit. This letter also articulated the purposes of the study, noted the kinds of interviews and data collection activities the site visit team would need to pursue during the visit, and provided a preliminary schedule for the interviews and observations during the one-day visit. Program directors were also encouraged to raise questions and/or rearrange the day's itinerary as necessary prior to and/or on the day of the visit.

At the same time, each site visit team contacted principals of feeder schools, school district supervisory personnel (e.g., superintendents, early childhood program managers), resource and referral agency staff, and other prominent school-age child care professionals knowledgeable about school-age child-care services in each locality. (Many of these same individuals had been contacted earlier to help us identify which programs to visit.) In most cases, in-person interviews were scheduled with these informants; in a few cases, the interviews were conducted by telephone. Team members also contacted local offices of Chambers of Commerce to obtain materials describing the area's economic base, population demographics, and other context information of value to the study; these materials were then studied in advance of the visits to the communities.

To maximize the efficiency of data collection and contain the costs of travel, visits to the four programs and the related community context interviews were all scheduled to occur during a single trip to each of the three sites, with each trip lasting five to seven workdays and made by a team of two or three researchers.

Training the Site Visitors

The Wellesley College School-Age Child Care Project assumed overall leadership for a two-day training session for the seven site visitors and three others who served as backup visitors. Only one site visitor was needed from outside the study's existing research team; an experienced researcher, she was already well acquainted with the field of school-age child care and had previously worked on Wellesley studies.

Training focused on the following:

- Reviewing/discussing the needs, interests, and typical after-school pursuits of school-age children and how before- and after-school programs attempt to address children's and parents' needs, which discussion was facilitated by the distribution of selected published materials and a Wellesley-produced video prior to the training event;

- Analyzing the study's major research questions, assessing the kinds of insights and evidence we might reasonably expect to obtain from the site visits to inform and enhance our interpretation of the statistical findings from the telephone survey;

- Reviewing in detail all interview guides, with study team members rotating responsibility for leading the discussion of each kind of interview's purposes, essential probes, pacing, etc.;

- Providing site visitors with hands-on experience with the program observation instrument (the ASQ, described below) by staging visits at two nearby after-school programs, followed by comparisons of ratings and discussions aimed at ensuring a reasonably high measure of inter-rater reliability and a common understanding about the uses and limitations of the ASQ; and

- Explaining how to use the specially designed data collection forms, how the multiple sources of data collected at each program and community visit were to be synthesized and reduced by the respective team, how site and program descriptions were to be drafted for ultimate inclusion in Appendix A, and how cross-site analysis for final reporting would eventually be accomplished.

Data Collection Methods

Interviews. Semi-structured interviews were conducted at each program with the following: the program director, head teacher (usually also with the participation of other staff members), children, parents, and principal of the feeder elementary school. At each site, a formal interview was also conducted with the community's main resource and referral agency, and adaptations of that interview format (and sometimes items from the other interviews as well) were used for interviewing other community informants. Each resource and referral agency was asked to complete and return by mail a set of demographic questions about their community. For example, we asked them about the percentage of children ages 5-13 attending before- and after-school programs in the community, the proportion of families below the poverty level, the racial/ethnic percentages of the area's population, the number of calls requesting school-age child-care referrals that the agency had received during the past year, and the number of before- and after-school programs that are currently on their referral list and the total enrollment capacity of those programs.

Consistency of interview information collected was aided by the use of interview guides, though researchers were also encouraged to creatively probe any study-related areas of interest that might emerge during the course of the visits. The major topics addressed during the various interviews are shown in Table B-9 at the end of this appendix. Interview guides were specifically designed to provide multiple perspectives on almost all important topics. For example, to ascertain the kinds and extent of parent involvement in the programs, we asked not only program directors, but also staff and parents; and we asked all levels of stakeholders about the special strengths of each program and the areas in which improvement may be needed.

Both the interviews with parents and children were initially designed to be focus sessions. With parents, this usually was not possible; rather, we had to "catch" them, frequently on a one-on-one basis, as they arrived at the end of the day to collect their children. Most program directors had alerted parents in advance of our visits, and some had asked specific individuals to make themselves available for the interviews; generally, however, we were encouraged to approach any parent we wished, and no parents declined to speak with us. The interviews with children ranged from one-on-one conversations to focus groups numbering some 15 children; it often occurred that their enthusiasm and curiosity was so great that it was necessary to afford all children present an opportunity to be interviewed. Although our interviews with these willing and exuberant young subjects were sometimes overheard by program staff, the children seemed oblivious to the fact and completely uninhibited in their responses.

It is also important to note that adult respondents seemed no less enthusiastic about participating in this study: Our interviews with program directors and staff, school principals and superintendents, community resource personnel, and parents might best be characterized as cooperative, collegial, and strongly supportive of the purposes of this national study and the importance of increasing all children's access to quality before- and after-school programs.

Program observations. Approximately half the time spent at each program was used for observing program operations; even during interviews, program activity was often within sight and sound range.

Systematic observation was facilitated by the use of an assessment tool developed by the Wellesley College School-Age Child Care Project and specially adapted for use in this study. The ASQ instrument (Assessing School-Age Child Care Quality) was designed to assess the core elements of after-school program quality by trained researchers knowledgeable about such settings.[16] It was not intended (nor was it so used) to provide a comprehensive assessment of program operations.

ASQ, as adapted for this study, focused on 14 criteria that characterize high-quality after-school programs. The criteria, organized into four program areas, are as follows:

I. Human Relationships

(1) Staff should be warm and respectful with children as they guide children to make friends and trust others.

(2) Staff-child numbers and group sizes should be small enough so that staff can meet the needs of children.

(3) Children should interact with each other in a positive way.

(4) Staff and parents should work as a team by communicating frequently, setting goals, and solving problems.

(5) Staff support each other and work together as a team to meet the needs of the children.

II. Space

(6) The indoor space should be cozy, adequate in size, clean, and well-organized.

(7) Outdoor space should be safe, adequate in size, and provide a choice of activities.

(8) The materials, supplies, and equipment should be interesting to children of all ages.

III. Safety, Health, and Nutrition

(9) The program takes all possible steps to protect the safety and health of the children.

(10) Snacks and meals should be nutritious.

IV. Activities and Time

(11) The daily schedule should be flexible and reflect the individual and developmental needs of children.

(12) Children of all ages should be free to make choices about activities and friends.

(13) The program should include things to do that are fun, educational, and enriching.

(14) The program activities should reflect the fact that children's needs, interests, and abilities change with age.

These 14 criteria were then broken out into 186 observable program elements. Site visit team members independently rated each element on a 7-point scale (1 = Not At All Like This Program, 7 = Very Much Like This Program) according to how closely the characteristic or activity described in the element was reflected in their own direct observations of the program. Any element characteristic not directly observed or not applicable to the program was coded 9 (NA). While each team member completed the ASQ during the daytime visit to the program, that same evening (in most cases) the team compared notes and ratings, worked through their rating differences, and prepared a consensus version for the program. Subsequent to the visits (during the analysis phase), subscores for the four program areas and total and mean scores for each of the 12 programs visited were calculated.

Overview of Site Visit Data Reduction Methods

Just as the purposes of the visits to programs and sites and the rationale and methods for their selection reflect the case study design and methods set forth by Yin, so too do our data collection, reduction, and analyses strategies (Yin, 1984, pp. 78-120). That is, we sought multiple sources of evidence that converged on the same set of facts/issues/questions that our study had set out to discover; established a site visit "database" that drove uniform data collection and reduction of findings at each program and community in an easy-to-use format; and thus were able to establish a chain of evidence that illuminated descriptive findings from the telephone survey and helped suggest causal hypotheses worth further study.

Types of data collected by researchers during the site visits included the following:

- Field notes, including team members' handwritten observations and detailed notes taken during each of the many interviews conducted at each program and within each community;

- Documents, including fee charts, parent handbooks, newsletters, copies of posted announcements and weekly activity schedules, organizational charts, evaluation questionnaires, and intake forms; and

- Tabular materials, including updated telephone survey information for each of the programs and completed ASQ ratings on 93 indicators.

From these, we were able to produce a "database" by designing and using three data reduction forms:

- Boxed displays for each program, which reduced each program's data to a compact (10- to 12-page) format;

- Program narratives, consisting of team-written, open-ended responses (generally several paragraphs in length) to 10 of the study's research questions; and

- Boxed displays for each site, which reduced the site context to eight brief paragraphs addressing specific variables of interest.

The first of these data reduction tools, consisting of some three dozen two-part box displays, required site visit teams to reduce each program's data according to the salient issues underlying the research questions addressed in this study, using the top portion of the box to state findings and the bottom portion to describe related problems and/or issues (and from whose perspective). The box displays reduced field findings in areas such as the following:

- program sponsorship, goals, and clientele
- curriculum and activities, enrollment and grouping practices
- staffing, qualifications, supervision, turnover/morale
- program planning and evaluation
- facilities and equipment, health and safety
- licensing and accreditation and child-to-staff ratios
- linkage to schools and the community
- parent involvement and extent of demand for the program
- fee structure and other sources of funding
- satisfaction of parents, children, and the school

The second data reduction form elicited analytic narratives addressing the following areas:

- demand and clientele (especially with regard to serving the economically disadvantaged)
- the congruency of the goals and activities of the program
- the nature of programming and special curriculum features
- the role of the school (in terms of sponsorship, resource sharing, and continuity of programming)
- program quality and those attributes that most influence quality

- the nature and extent of satisfaction of parents, children, staff, the school, and the community with the program
- the factor(s) that most influence the satisfaction of stakeholder groups

The site display boxes, the third data reduction form, elicited succinct statements describing characteristics relevant to school-age child care within each community, including the following:

- setting
- advocacy (who, how, what)
- culture/norms
- policy climate
- regulations
- availability of funding
- demographics
- labor market

These three kinds of data reduction instruments were completed subsequent to each site visit. Not only did the completed forms constitute a relatively easy-to-use database for the purposes of analyses, but they were also used by the respective team members to construct the first drafts of program and site descriptions for Appendix A.

Limitations of the Site Visits

We wish to make several comments about the limitations of the site-visit reports. First is the matter of the unavoidable subjectivity entailed in selecting programs and communities for the site visits. Although we relied heavily upon numerous data sorts of demographic and programmatic characteristics, ultimately it was professional judgment that determined which sites and programs were visited.

Second, it should be pointed out that no two individuals ever see things in precisely the same light. In looking at program quality, for example, there are many unresolved issues, for there is no one standard formula that guarantees the success of every program. This was evident during the site visit selection process, as well as in the (sometimes intense) discussions that occurred within site visit teams around such issues as the proper amount of teacher control in the classroom, the appropriate degree of choice among activities for children, the age-appropriateness of materials for the specific population being served, or the appropriate balance of indoor and outdoor activities on warm, sunny days. In some respects, use of the ASQ both helped and hindered the development of consensus over such points; inter-rater reliability within each team was exceptionally high, but where significant differences occurred in indicator ratings, it was not always easy to compromise. However, time -- and most especially the sharing of data across site visit teams -- helped put such differences of opinion into perspective. Indeed, this report represents our collective judgments.

Third, the site visit design was affected by fiscal constraints, in part due to the unanticipated extent of effort required to complete the identification process that defined the universe of school-age child care in 144 counties across the nation, and in part due to the labor-intensity of the telephone survey itself. The originally planned 18 program visits within five communities was scaled back to 12 programs in three communities and completed in about half the intended time. Directly resulting from reduced time at each program was the decision to focus data collection primarily on the after-school hours (though most of the programs that offered before-school care were observed, at least briefly, during the early-morning hours). While we ultimately believe little was sacrificed by paring down the number and duration of visits, it means that researchers' point-in-time observations did not benefit from a "second look" on another day, and that the intensity of data collection left little time for the kinds of casual reflection or relaxed exchanges with program staff and community child-care experts that often produce important new pieces of evidence or ideas that lead to the pursuit of other interesting questions.

Finally, a shortcoming of the site visit design (and the scope of the overall study) is our inattention to the life of the child during the regular school day. How does the child's regular classroom experience compare with her/his hours spent at the before- and/or after-school program? The child's school environment should influence how a before- and after-school program might be geared to meeting the unmet social, recreational, and learning needs of the child and how to best achieve continuity between the two programs in the best interests of the child. Our analysis of coordination between school and program is limited to the perspective obtained from people whose primary affiliation was with the before- and after-school program and from an interview with the school principal.

TABLE B-2

PSUs SELECTED WITH CERTAINTY

Region	PSU #	County
West	00	Maricopa, Arizona
	01	Alameda, California
	02	Los Angeles, California
	03	Orange, California
	04	San Diego, California
	05	Santa Clara, California
	06	King, Washington
South	07	Dade, Florida
	08	Bexar, Texas
	09	Dallas, Texas
	10	Harris, Texas
North Central	11	Cook, Illinois
	12	Cuyahoga, Ohio
	13	Wayne, Michigan
Northeast	14	Middlesex, Massachusetts
	15	Nassau, New York
	16	New York, New York[a]
	17	Suffolk, New York
	18	Allegheny, Pennsylvania
	19	Philadelphia, Pennsylvania

SOURCE: Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991)

[a] Includes the five boroughs of New York City: Manhattan, the Bronx, Queens, Brooklyn, and Richmond.

TABLE B-3

STRATIFICATION BY PERCENTAGE OF PERSONS BELOW THE POVERTY LEVEL

Region	Type of PSU	Stratum	Poverty Range (%)
North Central	Central City	1	11.1 - 21.8
		2	9.4 - 11.0
		3	4.6 - 9.2
	Other Metropolitan	1	9.9 - 17.7
		2	8.1 - 9.8
		3	6.3 - 8.1
		4	4.9 - 6.2
		5	3.0 - 4.9
	Nonmetropolitan	1	11.6 - 44.7
		2	9.0 - 11.5
		3	5.9 - 8.9
South	Central City	1	19.6 - 33.1
		2(East)	13.4 - 19.4
		3(West)	13.4 - 19.4
		4(East)	6.4 - 13.2
		5(West)	6.4 - 13.2
	Other Metropolitan	1(East)	13.5 - 35.2
		2(West)	13.5 - 35.2
		3(East)	9.7 - 13.4
		4(West)	9.7 - 13.4
		5(East)	3.6 - 9.7
		6(West)	3.6 - 9.7
	Nonmetropolitan	1	23.6 - 52.9
		2	18.8 - 23.6
		3	15.2 - 18.8
		4	7.3 - 15.2
Northeast	Central City	1	9.6 - 19.1
		2	7.1 - 9.4
	Other Metropolitan	1	9.9 - 16.7
		2	8.2 - 9.1
		3	6.4 - 8.0
		4	3.5 - 6.4
	Nonmetropolitan	1	5.2 - 21.6

TABLE B-3 (Continued)

Region	Type of PSU	Stratum	Poverty Range (%)
West	Central City	1	11.9 - 14.7
		2	10.3 - 11.5
		3	4.6 - 9.5
	Other Metropolitan	1	9.5 - 22.7
		2	4.1 - 9.4
	Nonmetropolitan	1	13.0 - 40.0
		2	0.0 - 13.0

SOURCE: Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991)

NOTE: The table reads: In the north central region, central city counties were divided into three strata. The first stratum includes central city counties in which the percentage of persons below the poverty level ranges from 11.1 to 21.8 percent.

TABLE B-4

POPULATION UNDER AGE 5 FOR COUNTIES BY REGION AND TYPE OF COUNTY

Region	Type of County	Population Under Age 5	Number of Strata
North Central	Central City	1,088,021	3
	Other Metropolitan	1,480,098	5
	Nonmetropolitan	942,283	3
	TOTAL	3,510,402	11
South	Central City	1,585,901	5
	Other Metropolitan	2,085,080	6
	Nonmetropolitan	1,386,933	4
	TOTAL	5,057,914	15
Northeast	Central City	724,126	2
	Other Metropolitan	1,314,897	4
	Nonmetropolitan	390,981	1
	TOTAL	2,430,004	7
West	Central City	1,148,926	3
	Other Metropolitan	668,252	2
	Nonmetropolitan	529,767	2
	TOTAL	2,346,945	7

SOURCE: Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991)

TABLE B-5

SELECTED PRIMARY SAMPLING UNITS BY REGION AND TYPE OF COUNTY

Region	Type of County	PSU #	Name of County	Stratum	$P(A_i)$
North Central	Central City	20	Marion, Indiana	1	.3438
		21	Hamilton, Ohio	1	.3693
		22	Genessee, Michigan	2	.1989
		23	Summit, Ohio	2	.2007
		24	Hennepin, Minnesota	3	.3760
		25	Lancaster, Nebraska	3	.0851
	Other Metropolitan	26	Stearns, Minnesota	4	.0681
		27	La Crosse, Wisconsin	4	.0450
		28	Rock Island, Illinois	5	.0857
		29	Madison, Indiana	5	.0589
		30	Midland, Michigan	6	.0410
		31	Auglaize, Ohio	6	.0259
		32	Grundy/Woodford, Illinois	7	.0343
		33	Oakland, Michigan	7	.4773
		34	Du Page, Illinois	8	.4301
		35	Hamilton, Indiana	8	.0496
	Nonmetropolitan	36	Bond/Clay/Coles/Fayette, Illinois	9	.0344
		37	Burt/Butler/Colfax/Cuming/Nemaha/Polk/Richardson/Stanton/Thurston/Wayne, Nebraska	9	.0307
		38	Macoupin/Montgomery, Illinois	10	.0290
		39	Itasca/Koochiching/Pennington, Minnesota	10	.0259
		40	Knox/Stark, Illinois	11	.0210
		41	Columbia/Green Lake, Wisconsin	11	.0228
South	Central City	42	Fulton, Georgia	12	.2887
		43	Shelby, Tennessee	12	.3902
		44	Washington, DC	13	.2006
		45	Newport News, Virginia	13	.0809
		46	Mobile, Alabama	14	.1887
		47	Jefferson, Texas	14	.1326

TABLE B.5 (Continued)

Region	Type of County	PSU #	Name of County	Stratum	$P(A_i)$
		48	Broward, Florida	15	.3879
		49	Mecklenburg, North Carolina	15	.1984
		50	Oklahoma, Oklahoma	16	.3270
		51	Collin, Texas	16	.1211
	Other Metropolitan	52	Christian, Kentucky	17	.0268
		53	Berkeley, South Carolina	17	.0715
		54	Ouachita, Louisiana	18	.0744
		55	Bowie, Texas	18	.0361
		56	Palm Beach, Florida	19	.2398
		57	Alamance, North Carolina	19	.0325
		58	De Kalb, Georgia	20	.1834
		59	Anderson, South Carolina	20	.0595
		60	Frederick, Maryland	21	.0612
		61	Arlington, Virginia	21	.0374
		62	Clayton, Georgia	22	.0774
		63	Cleveland, Oklahoma	22	.0762
	Nonmetropolitan	64	Halifax/Hertford/ Northampton/Warren, North Carolina	23	.0358
		65	Fayette/Hardeman/Haywood/ Lake/Lauderdale, Tennessee	23	.0358
		66	Lowndes, Georgia	24	.0255
		67	Darlington, South Carolina	24	.0228
		68	Johnston, North Carolina	25	.0224
		69	Fayette/Logan/Nicholas, West Virginia	25	.0415
		70	Cherokee/Lancaster/Union, South Carolina	26	.0372
		71	Bedford/Coffee/Marshall, Tennessee	26	.0267
Northeast	Central City	72	Hampden, Massachusetts	27	.1732
		73	Erie, New York	27	.3596
		74	Fairfield, Connecticut	28	.2970
		75	Union, New Jersey	28	.1767
	Other Metropolitan	76	Bristol, Massachusetts	29	.2080
		77	Orange, New York	29	.1430
		78	Ocean, New Jersey	30	.1549
		79	Berks, Pennsylvania	30	.1266

TABLE B.5 (Continued)

Region	Type of County	PSU #	Name of County	Stratum	$P(A_j)$
		80	Plymouth, Massachusetts	31	.2078
		81	Westmoreland, Pennsylvania	31	.1507
		82	Cumberland, Pennsylvania	32	.0712
		83	Bristol, Rhode Island	32	.0182
	Nonmetropolitan	84	Franklin, Massachusetts	33	.0226
		85	Belknap/Carroll, New Hampshire	33	.0254
West	Central City	86	San Francisco, California	34	.1922
		87	Stanislaus, California	34	.1473
		88	Riverside, California	35	.3632
		89	El Paso, Colorado	35	.1388
		90	Ventura, California	36	.2757
		91	Honolulu, Hawaii	36	.3600
	Other Metropolitan	92	Dona Ana, New Mexico	37	.0735
		93	Whatcom, Washington	37	.0528
		94	Napa, California	38	.0410
		95	San Mateo, California	38	.2294
	Nonmetropolitan	96	Custer/Elmore/Gooding/ Idaho/Lemhi, Idaho	39	.0311
		97	Grant/Hidalgo/Luna, New Mexico	39	.0272
		98	Clatsop/Columbia, Oregon	40	.0315
		99	Lincoln/Tillamook, Oregon	40	.0227

SOURCE: Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991)

NOTE: The table reads: Marion, Indiana, which was selected from the first stratum of north central city counties, was selected with probability equal to .3438.

TABLE B-6

ELIGIBILITY OF PROGRAMS IN SAMPLE FRAME

		Public School-Based Programs		
	Total	Higher Income	Lower Income	Other Programs
Total Cases Attempted	2,021	544	538	939
Total Ineligible Cases	585	101	69	415
Not serving school-age children[a]	488	66	49	373
Not in sample county	18	6	1	11
Duplicate	16	8	7	1
Not enough hours	27	5	8	14
Drop-in only[b]	36	16	4	16
Total Eligible Cases	1,435	443	469	523
Completed interviews[b]	1,304	425	427	452
Refusals	104	13	33	58
Could not locate	25	5	8	12
Language barrier	2	0	1	1
Percentage of Ineligible Cases:				
Not serving school-age children[a]	83.4	65.3	71.0	89.9
Not in sample county	3.1	5.9	1.4	2.7
Duplicate	2.7	7.9	10.1	0.2
Not enough hours	4.6	5.0	11.6	3.4
Drop-in only[b]	6.2	15.8	5.8	3.9
Percentage of Eligible Cases:				
Completed	90.9	95.9	91.0	86.4
Refused	7.2	2.9	7.0	11.1
Not located	1.7	1.1	1.7	2.3
Language barrier	0.1	0.0	0.2	0.2

[a] This category of ineligibility also includes respondents that had previously offered school-age child-care programs but no longer offered this service (or in the case of some day-care centers, still offered this option but had no current school-age enrollments) at the time the interview took place.

[b] The corrected, post-survey/pre-analysis numbers of eligible and ineligible case data are as follows:
Total Eligible Cases = 1,420; Completed interviews = 1,289 (or 90.8 percent of all eligible cases)
Total Ineligible Cases = 600; Drop-in only = 51 (or 8.5 percent of all ineligible cases)

TABLE B-7

HALF-WIDTHS OF THE 95% CONFIDENCE INTERVALS FOR PROPORTIONS

Sample Size	Average Design Effect	PROPORTION MEASURED				
		0.1 0.9	0.2 0.8	0.3 0.7	0.4 0.6	0.5
1289	1.65	.02	.03	.03	.03	.04
1250	1.64	.02	.03	.03	.03	.04
1200	1.63	.02	.03	.03	.04	.04
1150	1.62	.02	.03	.03	.04	.04
1100	1.62	.02	.03	.03	.04	.04
1050	1.61	.02	.03	.04	.04	.04
1000	1.60	.02	.03	.04	.04	.04
950	1.58	.02	.03	.04	.04	.04
900	1.56	.02	.03	.04	.04	.04
850	1.54	.03	.03	.04	.04	.04
800	1.52	.03	.03	.04	.04	.04
750	1.50	.03	.04	.04	.04	.04
700	1.48	.03	.04	.04	.04	.05
650	1.46	.03	.04	.04	.05	.05
600	1.44	.03	.04	.04	.05	.05
550	1.40	.03	.04	.05	.05	.05
500	1.37	.03	.04	.05	.05	.05
450	1.33	.03	.04	.05	.05	.05
400	1.30	.03	.05	.05	.06	.06
350	1.26	.04	.05	.05	.06	.06
300	1.22	.04	.05	.06	.06	.06
250	1.19	.04	.05	.06	.07	.07
200	1.15	.05	.06	.07	.07	.07
150	1.12	.05	.07	.08	.08	.09
100	1.08	.06	.08	.09	.10	.10
50	1.00	.08	.11	.13	.14	.14

NOTE: For a given sample size, there is a 95 percent probability that the actual population proportion is in the range between the sample estimate minus the number given in the table and the sample estimate plus the number given in the table. For example, a sample proportion of 30 percent (.30) based on a sample size of 750 would have a 95 percent confidence interval of .3 ± .04 (.26, .34). In other words, over all possible randomly sampled proportions of programs meeting the study's criteria, the probability is .95 that the actual population proportion would fall between 26 and 34 percent.

TABLE B-8

SIGNIFICANT DIFFERENCES BETWEEN GROUPS, 95% LEVEL OF CONFIDENCE

SAMPLE SIZE		SMALLER PROPORTION NEAR				
GROUP 1	GROUP 2	0.1 0.9	0.2 0.8	0.3 0.7	0.4 0.6	0.5
1200	100	0.09	0.12	0.14	0.15	0.15
1100	100	0.09	0.12	0.14	0.15	0.16
1100	200	0.07	0.10	0.11	0.12	0.12
1000	100	0.09	0.12	0.14	0.15	0.16
1000	200	0.07	0.10	0.11	0.12	0.12
1000	300	0.06	0.08	0.10	0.10	0.11
900	100	0.09	0.13	0.14	0.15	0.16
900	200	0.07	0.10	0.11	0.12	0.12
900	300	0.06	0.09	0.10	0.10	0.11
900	400	0.06	0.08	0.09	0.10	0.10
800	100	0.09	0.13	0.14	0.15	0.16
800	200	0.07	0.10	0.11	0.12	0.12
800	300	0.06	0.09	0.10	0.11	0.11
800	400	0.06	0.08	0.09	0.10	0.10
800	500	0.06	0.08	0.09	0.09	0.10
800	100	0.10	0.13	0.15	0.16	0.16
700	200	0.07	0.10	0.11	0.12	0.12
700	300	0.07	0.09	0.10	0.11	0.11
700	400	0.06	0.08	0.09	0.10	0.10
700	500	0.06	0.08	0.09	0.10	0.10
700	600	0.06	0.08	0.09	0.09	0.09
600	100	0.10	0.13	0.15	0.16	0.16
600	200	0.08	0.10	0.12	0.12	0.13
600	300	0.07	0.09	0.10	0.11	0.11
600	400	0.06	0.08	0.10	0.10	0.11
600	500	0.06	0.08	0.09	0.10	0.10
600	600	0.06	0.08	0.09	0.10	0.10
500	100	0.10	0.13	0.15	0.16	0.16
500	200	0.08	0.10	0.12	0.13	0.13
500	300	0.07	0.09	0.11	0.11	0.12
500	400	0.07	0.09	0.10	0.11	0.11
500	500	0.06	0.08	0.09	0.10	0.10
400	100	0.10	0.13	0.15	0.16	0.17
400	200	0.08	0.11	0.12	0.13	0.13
400	300	0.07	0.10	0.11	0.12	0.12
400	400	0.07	0.09	0.10	0.11	0.11
300	100	0.10	0.14	0.16	0.17	0.17
300	200	0.08	0.11	0.13	0.14	0.14
300	300	0.08	0.10	0.12	0.12	0.13
200	100	0.11	0.14	0.17	0.18	0.18
200	200	0.09	0.12	0.14	0.15	0.15
100	100	0.12	0.16	0.19	0.20	0.21

NOTE: The numbers in this table represent the smallest difference between sample estimates for two different subgroups of the given size that is statistically significant at the 95 percent confidence level. For example, when comparing two subgroups of 400 programs each, with the smaller proportion near 20 percent (0.2), the difference between the two proportions is statistically significant at the 95 percent confidence level if it is 9 percentage points or greater.

TABLE B-9

SUMMARY OF MAJOR TOPICS ADDRESSED DURING INTERVIEWS

Interviewees	Topics
Program Directors	■ Brief history of the program
	■ Program's clientele (demographics, etc.)
	■ Nature and extent of parent and community involvement and support
	■ Program structure (grouping practices, programming, staffing patterns, special services)
	■ Nature and extent of coordination/communication with school(s) the children attend
	■ Nature and extent of coordination of services with community agencies
	■ Nature and adequacy of program facilities and space
	■ Financial stability and fee structure of program
	■ Compensation, qualifications, and inservice training of staff
	■ Licensing and/or other regulatory conditions affecting program
	■ Special program strengths, and areas where improvements or change are desirable
Head Teachers/ Other Staff	■ Program's goals
	■ Special needs/issues of children served by program
	■ Nature and frequency of activities offered by program
	■ Grouping practices (by age, interest, etc.)
	■ How planning of activities occurs (involvement of staff, children, parents)
	■ Nature and extent of academic assistance provided children (homework, tutoring, special enrichment)
	■ Aspects of the program children most like and most dislike
	■ How children's interpersonal conflicts/disciplinary problems are handled
	■ Children's transitions between school and program and program and home
	■ How well the facilities and space meet the program's needs
	■ Nature and extent of parent involvement
	■ Nature and extent of communication/coordination with children's regular teachers/school
	■ How staff supervision and performance evaluation are accomplished
	■ Opportunities for professional development
	■ Special program strengths, and areas where improvements or change are desirable
Children	■ Reasons for attending the program
	■ Whether they like coming to the program
	■ Favorite and least favorite activities
	■ Extent of their ability to choose what they do at the program
	■ Their perceptions about the indoor and outdoor space, the kinds of toys/games/materials available to them, and the food provided at snacktime
	■ What they would like to change about the program (including other activities they would like to see offered)
	■ Whether they would like to continue attending the program as they get older (and if not, what they think they will do instead)

TABLE B-9 (Continued)

Interviewees	Topics
Parents	■ Reasons for using the program
	■ How well the program meets their work and family needs, in terms of hours/days of operation, transportation arrangements, fee structure
	■ Whether their children like attending the program
	■ Whether their children complete their homework at the program and get appropriate help with school work as necessary
	■ Any changes in their children that may be attributed to participation in the program
	■ Nature and extent of parents' own involvement in the program
	■ Communication and relationships with program staff
	■ Special program strengths, and areas where improvements or change are desirable
School Principals	■ Nature of principal's role with the program
	■ Nature of role that the program plays in the school
	■ Any changes or benefits observed by the school that may be attributed to children's participation in the program
	■ Adequacy of program facilities and space
	■ How clientele using the program compares with school population
	■ Nature and extent of school and community support, and school community's present and future need for this program
	■ Nature and extent of communication/coordination between program and school staff
	■ Principal's perceptions of the program's goals, age-appropriateness and diversity of activities, and overall quality
	■ Program's special strengths, and areas where improvements or change are desirable
	■ Advice to other principals/school districts contemplating having school-based programs
Resource & Referral Agencies	■ Role of R & R with respect to school-age child-care programs in the community
	■ Nature and extent of current community need for and supply of before- and after-school programs
	■ Nature and consequences of community planning and/or advocacy efforts on current supply of before- and after-school programs
	■ Ability of current before- and after-school programs to reach/serve the disadvantaged (and nature of any barriers)
	■ Nature of the current state and local policy climate toward school-age child care
	■ Federal, state, and local resources available to support community before- and after-school programs
	■ Nature and extent of community-wide coordination of services to families (employment/training, social services, health, child care, parenting education, schools)
	■ Perceptions about the relationships between before- and after-school programs and local schools
	■ Perceptions of the major strengths and weaknesses of existing community before- and after-school programs, the toughest problems/challenges these programs face, and the kinds of changes that would improve parent, child, or community satisfaction
	■ Probable nature and extent of changes in the regulation, provision, and delivery of before- and after-school services in the community over the next five years

ENDNOTES

1. To include such groups as home-based family providers would be both difficult and expensive. The information gained from their inclusion would be more than offset by the loss in information from those formal programs which could not be included because of the cost of trying to construct a usable sample frame of informal providers. Moreover, family care providers were included in the Profile of Child Care Settings Survey and the National Child Care Survey 1989, and information about the care of school-age children in family day care is available from those surveys.

2. The self-representing strata contain counties that will be selected with certainty (with a probability equal to 1.0) and represent themselves. The non-self-representing strata contain counties that will be selected with a probability of less than 1.0 and will be representative of all counties in those strata.

3. State licensing agencies with little or no computer capability asked that we pass this information along to the U.S. Department of Education in hopes that special funding might rectify this shortcoming. While several states reported that their records were a few weeks outdated (they were all contacted in October, and many of the new programs that had just been licensed prior to the start of the academic year had not yet been entered into the computer database) one state's list was several months outdated. Many of the licensing officers also offered information concerning new school-age child care regulations in progress in their states and/or new legislation underway to create more before- and after-school programs. The cooperation and enthusiasm with which the licensing agencies greeted this study are especially commendable.

4. The only day care centers phoned were those for which complete information was lacking or those whose directors were named by local/state/national informants as persons highly knowledgeable about before- and after-school programs in the community.

5. One organization of campus child-care providers was identified and contacted, but it reportedly represents only some 400 programs, many of which would not be located within the study's PSUs. Despite our repeated requests for the list, the organization failed to forward it.

6. The programs selected in the self-representing PSUs are not subject to a clustering effect; in the remaining PSUs for which there is a clustering effect, variation within strata of the number of programs per PSU may increase sampling error.

7. While the design called for equal probability of selection within provider type, the actual probabilities were only approximately equal. The differences were small and if the probabilities of selection were the only source of disproportionality, sample weights may not have been needed.

8. The sample weights eliminate or at least reduce the bias that would result from the over- and under-representation discussed in the text. Sample weights cannot completely eliminate nonresponse bias because even among the groups used for weighting, nonresponders may differ from those responding. Furthermore, adjustments for rates of eligibility are imprecise because they are based on sample data.

9. A design effect is the increase or decrease in sampling error that results from using a sample design other than a simple random sample. Mathematically, it is the ratio of the estimate of the sample variance for the design used to the estimated sample variance of a simple random sample of the same size.

10. Because the self-representing PSUs were selected with certainty (that is, with a probability equal to 1), the programs in those PSUs were in essence sampled directly. In computing sampling errors, this part of the sample was treated as an element sample.

11. The design effect of clustering, $DEFF_c$ is a function of the degree of homogeneity within clusters, ROH, and the number of observations per cluster, b_c. If VARCLUSTER is the clustered variance and VARSRS is the estimated variance for a simple random sample of the same size, then:

$$DEFF_c=(VARCLUSTER/VARSRS)=1+ROH(b_c-1)$$

12. If VARWEIGHT is the weighted variance, then the design effect of weighting, $DEFF_w$, is defined as:

$$DEFF_w=(VARWEIGHT/VARSRS)$$

Where there are design effects due to both clustering and weighting, the combined design effect is:

$$DEFF = DEFF_c * DEFF_w$$

13. For each variable, y, y_i is the unweighted value of y for the ith case, w_i is the sample weight for the ith case, and $u_i=y_i*w_i$. Then, the weighted variance of the mean, y^*, is estimated as:

$$VARWEIGHT(y_w^*) = [1/w^2] * [v(u)+y_w^{*2}v(w)-2y_w^*c(u,w)]$$

where

$$v(u) = [n\Sigma(u_i-u^*)^2]/(n-1)$$
$$v(w) = [n\Sigma(w_i-w^*)^2]/(n-1)$$
$$c(u,w) = [n\Sigma(u_i-u^*)(w_i-w^*)]/(n-1)$$

n is the unweighted sample size, w is the sum of the W_i, and y^*, u^*, and w^* are the mean values of y, u, and w, respectively.

14. In the case of proportions (p), we used the formula:

$$\text{VARSRS} = [p(1\text{-}p)] / (n\text{-}1)$$

where n is the unweighted sample size. For means, we used the formula:

$$\text{VARSRS} = [\Sigma w_i(y_i\text{-}y_w^{*})^2] / [n\Sigma w_i]$$

where the terms are the same as those defined in the previous footnote.

15. Because the ASQ is proprietary and still under development, a copy of the instrument is not appended to this study. This version of the ASQ was field tested at 3 program locations; earlier versions have been used in large-scale studies of before- and after-school programs in several cities and states. Additional information about the instrument is available directly from the School-Age Child Care Project, Center for Research on Women, Wellesley College, Wellesley, MA 02181.

APPENDIX C

TELEPHONE SURVEY

INTRODUCTION AND SCREENER

INTRODUCTION

IN1 Hello, my name is (INTERVIEWER'S NAME) from Mathematica Policy Research in Princeton, New Jersey. May I speak to the director of (PROGRAM NAME).

SPEAKING TO DIRECTOR	(GO TO IN5)	01
DIRECTOR NOT AVAILABLE	(GO TO IN2)	00
WHEN DIRECTOR COMES ON THE PHONE	(GO TO IN5)	03
THERE IS NO DIRECTOR		04
WRONG NUMBER		05

IN1A I am calling about a study of before and after school care programs we are conducting for the U.S. Department of Education. Is there a member of the staff who is knowledgeable about the children and activities of the program who could answer some questions?

YES	(GO TO IN13)	01
SPEAKING TO PERSON	(GO TO IN5)	02
NO	(GO TO IN3)	00
DON'T KNOW	(GO TO IN3)	98
REFUSED	(GO TO IN3)	99

IN2 What is the director's name, please? ENTER DIRECTOR'S NAME.

____

IN3 When would be a good time to call back? RECORD DATE AND TIME ON CONTACT SHEET AND SKIP TO CALL BACK.

IN4 Please leave a message with (DIRECTOR'S NAME) that I will call back on (DAY) at (TIME) about a study Mathematica is conducting for the U.S. Department of Education. Thank you.

SKIP TO CALL BACK.

IN5 [Hello, my name is (INTERVIEWER'S NAME) from Mathematica Policy Research, in Princeton, New Jersey.] [I am calling about a study of before and after school care programs we are conducting for the U.S. Department of Education.] We sent you a letter a few days ago explaining the study. Did you receive the letter?

YES	(GO TO IN7)	01
NO		00
DON'T KNOW		98
REFUSED		99

IN6 The letter explained that this is a national study of school-age child care. In order to describe care available in this country, we will be asking about the characteristics of your program. The letter also explained that your participation is voluntary, and that we will protect all confidential information. The survey results will be reported only in aggregate statistical form. The interview will take about 30 minutes. Do you have any questions?

* * * GO TO IN9 * * *

IN7 With the letter we sent a worksheet for you to complete to help you answer our questions. Did you complete the worksheet?

YES.............(GO TO IN9)................01
NO...00
DON'T KNOW.................................98
REFUSED....................................99

IN8 That's okay. I'll wait any time you need to check records.

CONTINUE TO IN9.

IN9 Shall we begin the interview?

YES.............(GO TO S1).................01
NO...00
DON'T KNOW.................................98
REFUSED....................................99

IN10 Is there a better date and time to call back to complete the interview?

YES..01
(RECORD DATE AND TIME ON CONTACT SHEET AND SKIP
TO CALL BACK.)

NO, REFUSAL................................00

IN11 Is there another member of your staff who is knowledgeable about the children and activities of your program who could complete the interview?

YES.............(GO TO IN13)...............01
NO...00

IN12 Why do you not wish to participate in the study?

NOT ENOUGH TIME	01
NOT INTERESTED IN STUDY	02
TOO BUSY	03
OTHER (SPECIFY):	96
DON'T KNOW	98
REFUSED	99

END OF INTERVIEW: SKIP TO CALLBACK.

IN13 What is that person's name?

ENTER PROXY'S NAME:

IN14 Is (PROXY'S NAME) available?

YES.............(GO TO IN16)	01
NO	00
DON'T KNOW	98
REFUSED	99

IN15 When would be a good time to call to complete the interview with (PROXY'S NAME)? ENTER DATE AND TIME ON CONTACT SHEET AND SKIP TO CALLBACK.

IN16 WHEN PROXY COMES TO THE PHONE: Hello, my name is (INTERVIEWER'S NAME) from Mathematica Policy Research in Princeton, New Jersey. We are conducting a study of before and after school programs for the U.S. Department of Education. We recently sent a letter to (DIRECTOR'S NAME) which explained the study. (She/He) recommended that we speak to you to complete the telephone interview. The interview will take about 30 minutes to complete. May we begin?

YES.............(GO TO S1)	01
NO	00
DON'T KNOW	98
REFUSED	99

IN17 When would be a good time to call you back?

RECORD DATE AND TIME ON CONTACT SHEET AND SKIP TO CALLBACK.

SCREENER

S1 First, is your organization currently providing before and/or after school programming to children at this location?

YES.......................................01
NO.............(GO TO S2).................00
NO LONGER PROVIDE CHILD CARE..(GO TO S3)...97
DON'T KNOW......(GO TO S4).................98
REFUSED.........(GO TO S4).................99

S1A Do you serve children exclusively on a drop-in basis?

YES.............(GO TO S3).................01
NO..............(GO TO S4).................00
DON'T KNOW......(GO TO S4).................98
REFUSED.........(GO TO S4).................99

S2 How would you describe your organization? (RECORD VERBATIM)

PROBE: What service or product does your organization provide?

____

____

S3 END OF INTERVIEW: Thank you for your cooperation. The rest of my questions are for organizations that currently provide before and after school child care or organizations whose programs are not exclusively for drop-ins.

S4 Are you still located at (ADDRESS FROM LABEL)?

YES.............(GO TO S6).................01
NO..00
DON'T KNOW................................98
REFUSED...................................99

S5 What is your current address?

ENTER:

A. STREET ADDRESS: ______________________________

B. CITY: ______________________________

C. STATE: |__|__|

D. ZIP CODE: ¦___¦___¦___¦___¦___¦

E. HAS THE CITY CHANGED?

YES		01
NO	(GO TO S6)	00
DON'T KNOW		98
REFUSED		99

F. Are you still located in (COUNTY) County?

YES	(GO TO S6)	01
NO		00
DON'T KNOW	(GO TO S5H)	98
REFUSED	(GO TO S5H)	99

G. In what county are you located?

____

H. We are only interviewing programs in certain counties. I will need to check with my supervisor to see if your program is still eligible. If you are still eligible, we will call you back shortly. Thank you.

S6 Does your program offer before and/or after school care for at least 4 days a week during the school year?

YES		01
NO	(GO TO S17)	00
DON'T KNOW		98
REFUSED		99

S7 Does your before and/or after school program operate at least 2 hours each day?

YES		01
NO	(GO TO S17)	00
DON'T KNOW		98
REFUSED		99

S8 Are any of the children you serve in your before and/or after school program between kindergarten and eighth grade?

YES		01
NO	(GO TO S17)	00
DON'T KNOW		98
REFUSED		99

S9 Is your before and/or after school program part of a multi-site program?

PROBE: **A multi-site program is a program that is administered by a central organization and operated in more than one location.**

YES..01
NO..............(GO TO A1)...................00
DON'T KNOW......(GO TO A1)...................98
REFUSED.........(GO TO A1)...................99

S10 In how many sites does the overall program operate?

¦__¦__¦ SITES

DON'T KNOW.................................98
REFUSED....................................99

S11 How many children does the overall program serve?

PROBE: **Your best estimate is fine.**

¦__¦__¦__¦__¦ CHILDREN

DON'T KNOW.................................98
REFUSED....................................99

S12 Are you the director of the before and/or after school program or the person who will be answering the questions for (ADDRESS ON LABEL/CORRECTED ADDRESS IN S5)?

YES.............(GO TO A1)...................01
NO...00
DON'T KNOW.................................98
REFUSED....................................99

S13 What is the name of the director of the program at (ADDRESS ON LABEL/ CORRECTED ADDRESS IN S5)?

________________________________ (RECORD ON CONTACT SHEET)

S14 How may I reach (DIRECTOR'S NAME)?

RECORD CONTACT INFORMATION ON CONTACT SHEET

S15 Thank you very much for your help.

SKIP TO CALL BACK

S16 When is a better time to call back to complete the interview? RECORD DATE AND TIME ON CONTACT SHEET AND SKIP TO CALLBACK.

S17 We are only interviewing programs that operate at least 2 hours a day for 4 days a week and serve any children in the range of kindergarten to eighth grade. Thank you for your time.

NATIONAL STUDY OF BEFORE AND AFTER SCHOOL PROGRAMS

TELEPHONE SURVEY

A. PROGRAM ADMINISTRATION

A1. In what year did your before and/or after school program at (ADDRESS) start operating?

19¦__¦__¦

DON'T KNOW................................98
REFUSED...................................99

A2. Is the organization that legally administers your program a public organization or a private organization?

PROBE: A public organization is a government organization such as a public school or a government social services agency.

PUBLIC ORGANIZATION.....................01
PRIVATE ORGANIZATION.......(GO TO A5)....02
DON'T KNOW.................(GO TO A8)....98
REFUSED....................(GO TO A8)....99

A3. Is the public organization that administers your program a public elementary, middle, or junior high school or a public school district?

YES...............(GO TO A8).............01
NO......................................00
DON'T KNOW..............................98
REFUSED.................................99

A4. What type of public organization is the organization that legally administers your program?

SOCIAL SERVICE AGENCY....................01
STATE GOVERNMENT.........................02
COUNTY OR LOCAL GOVERNMENT...............03
PUBLIC COLLEGE OR UNIVERSITY.............04
OTHER (SPECIFY)..........................00

DON'T KNOW...............................98
REFUSED..................................99

***** GO TO A8 *****

A5. Is the organization that administers your program a private elementary, middle, or junior high school?

YES..............(GO TO A7).............01
NO.......................................00
DON'T KNOW...............................98
REFUSED..................................99

A6. What type of private organization is the organization that legally administers your program?

CHURCH OR RELIGIOUS GROUP................01
PRIVATE CORPORATION......................02
SOCIAL SERVICE/YOUTH SERVING AGENCY......03
PRIVATE COLLEGE OR UNIVERSITY............04
PARENT GROUP.............................05
OTHER (SPECIFY)..........................00

DON'T KNOW...............................98
REFUSED..................................99

A7. Is that a non-profit organization?

YES......................................01
NO.......................................00
DON'T KNOW...............................98
REFUSED..................................99

A8. Does the organization that legally administers your program have any partners in sponsoring the program?

PROBE: **By partners we mean organizations that play a key role in maintaining the program.**

PROBE: **IF RESPONDENT MENTIONS AN ORGANIZATION BUT DOESN'T KNOW IF IT IS A PARTNER, ASK: Do you consider this organization to be your partner?**

YES......................................01
NO.............(GO TO A16)...............00
DON'T KNOW......(GO TO A16)...............98
REFUSED.........(GO TO A16)...............99

A9. How many partners does the organization that legally administers your program have in sponsoring the program?

¦___¦___¦ PARTNERS

DON'T KNOW.......(GO TO A16)..............98
REFUSED..........(GO TO A16)..............99

	PARTNER 01	PARTNER 02	PARTNER 03
A10. Please tell me the name of (each of the/the partner(s) that sponsor the program.			
A11. Is (PARTNER) a public organization or a private organization?	PUBLIC.....................01 PRIVATE....................02 DON'T KNOW...(GO TO A15)...98 REFUSED......(GO TO A15)...99	PUBLIC.....................01 PRIVATE....................02 DON'T KNOW...(GO TO A15)...98 REFUSED......(GO TO A15)...99	PUBLIC.....................01 PRIVATE....................02 DON'T KNOW...(GO TO A15)...98 REFUSED......(GO TO A15)...99
A12. Is (PARTNER) a (public/private) elementary, middle, or junior high school?	YES.......(GO TO A15)......01 NO.........................00 DON'T KNOW.................98 REFUSED....................99	YES.......(GO TO A15)......01 NO.........................00 DON'T KNOW.................98 REFUSED....................99	YES.......(GO TO A15)......01 NO.........................00 DON'T KNOW.................98 REFUSED....................99
A13. What type of (public/private) organization is (PARTNER)?	SOCIAL SERVICE AGENCY......01 STATE GOVERNMENT...........02 COUNTY/LOCAL GOVERNMENT....03 COLLEGE/UNIVERSITY.........04 CHURCH/RELIGIOUS GROUP.....05 PRIVATE CORPORATION........06 PARENT GROUP...............07 YOUTH SERVING AGENCY.......08 OTHER (SPECIFY)............00 DON'T KNOW.................98 REFUSED....................99	SOCIAL SERVICE AGENCY......01 STATE GOVERNMENT...........02 COUNTY/LOCAL GOVERNMENT....03 COLLEGE/UNIVERSITY.........04 CHURCH/RELIGIOUS GROUP.....05 PRIVATE CORPORATION........06 PARENT GROUP...............07 YOUTH SERVING AGENCY.......08 OTHER (SPECIFY)............00 DON'T KNOW.................98 REFUSED....................99	SOCIAL SERVICE AGENCY......01 STATE GOVERNMENT...........02 COUNTY/LOCAL GOVERNMENT....03 COLLEGE/UNIVERSITY.........04 CHURCH/RELIGIOUS GROUP.....05 PRIVATE CORPORATION........06 PARENT GROUP...............07 YOUTH SERVING AGENCY.......08 OTHER (SPECIFY)............00 DON'T KNOW.................98 REFUSED....................99
A14. IF PARTNER IS PRIVATE (A11=02) ASK: Is that a nonprofit organization?	YES........................01 NO.........................02 DON'T KNOW.................98 REFUSED....................99	YES........................01 NO.........................02 DON'T KNOW.................98 REFUSED....................99	YES........................01 NO.........................02 DON'T KNOW.................98 REFUSED....................99
A15. IF THERE IS ANOTHER PARTNER, ASK A12 THROUGH A15 FOR NEXT PARTNER.			

A16. In what type of place is your program located?

PROBE: Is it located in a religious institution, school, workplace, or in its own building?

RELIGIOUS INSTITUTION	01
PUBLIC SCHOOL	02
RELIGIOUS PRIVATE SCHOOL	03
NON-RELIGIOUS PRIVATE SCHOOL	04
UNIVERSITY OR COLLEGE	05
WORK SITE	06
COMMUNITY CENTER	07
MUNICIPAL BUILDING	08
CHILD CARE CENTER OR A BUILDING SPECIFICALLY FOR BEFORE AND AFTER SCHOOL PROGRAMS	09
OTHER (SPECIFY)	00
DON'T KNOW	98
REFUSED	99

A17. What is the primary space used by your before and/or after school program?

PROBE: Primary space is space that is used most of the time.

PROBE: Are there any other spaces used by your program most of the time?

CODE ALL THAT APPLY

GYM	01
CAFETERIA/LUNCHROOM	02
MULTIPURPOSE OR ALL PURPOSE ROOM	03
ART ROOM	04
MUSIC ROOM	05
LIBRARY	06
CLASSROOM	07
PLAYGROUND/PARK	08
GAME ROOM	09
BASEMENT	10
OFFICE	11
PROGRAM USES ENTIRE BUILDING	12
MUSEUM	13
OTHER (SPECIFY)	00
DON'T KNOW	98
REFUSED	99

A18. Is this space dedicated to your program at all times or is it shared?

PROBE: Space is dedicated to your program if it is used only by your program.

DEDICATED	01
SHARED	02
PART DEDICATED/PART SHARED	03
DON'T KNOW	98
REFUSED	99

A19. In addition to this space, what other space do you have access to on a regular basis?

PROBE: Regular access is access to the space at least once a week.

PROBE: Is there anything else?

	CODE ALL THAT APPLY
GYM	01
CAFETERIA	02
MULTIPURPOSE OR ALL PURPOSE ROOM	03
ART ROOM	04
MUSIC ROOM	05
LIBRARY	06
CLASSROOM	07
PLAYGROUND/PARK	08
GAME ROOM	09
BASEMENT	10
OFFICE	11
MUSEUM	12
ALL ROOMS IN SCHOOL	13
OTHER (SPECIFY)	00
DON'T KNOW	98
REFUSED	99

A20. Do you have any problems with the space where your program is located?

YES.....................................01
NO............(GO TO B1)................00
DON'T KNOW.....(GO TO B1)................98
REFUSED........(GO TO B1)................99

A21. What problems do you have with the space where the program is located?

PROBE: Are there any others?

CODE ALL THAT APPLY

HAVE TO SHARE IT..........................01
DON'T HAVE (ENOUGH) STORAGE SPACE.........02
LACK OF OFFICE SPACE......................03
LIMITED USE OF EQUIPMENT..................04
MUST REARRANGE THE ROOM AT THE BEGINNING/END OF EACH DAY...............05
EQUIPMENT NOT AGE APPROPRIATE.............06
PLAYGROUND INADEQUATE.....................07
POOR LIGHT, HEAT, OR VENTILATION..........08
NOISE.....................................09
SECURITY/VANDALISM........................10
LIMITED ACCESS TO TELEPHONE...............11
NO ROOM TO EXPAND.........................12
NOT ENOUGH SPACE FOR ACTIVITIES...........13
OTHER (SPECIFY)...........................00

____

DON'T KNOW................................98
REFUSED...................................99

B. PROGRAM ENROLLMENT AND SCHEDULES

The next questions are about enrollment and schedules.

B1. Does your program offer just before-school sessions, just after-school sessions, or both before- and after-school sessions?

JUST BEFORE-SCHOOL SESSIONS.....(GO TO B3)....01
JUST AFTER-SCHOOL SESSIONS......(GO TO B5)....02
BOTH BEFORE AND AFTER SCHOOL SESSIONS.........03
DON'T KNOW...........(GO TO B7)...............98
REFUSED..............(GO TO B7)...............99

B2. How many kindergarten through 8th grade children are enrolled in your program? Please include your before- and after-school sessions but count each child once.

PROBE: IF ENROLLMENT VARIES, ASK: How many children were enrolled in your program yesterday/last Friday?

¦____¦____¦____¦____¦ CHILDREN

DON'T KNOW....................................98
REFUSED.......................................99

B3. How many kindergarten through 8th grade children are currently enrolled in your before-school session?

PROBE: IF ENROLLMENT VARIES, ASK: How many children were enrolled in your before-school session yesterday/last Friday?

¦____¦____¦____¦____¦ CHILDREN

NONE...................(GO TO B5)...........00
DON'T KNOW....................................98
REFUSED.......................................99

B4. How many of the (NUMBER IN B3) children enrolled in your before-school session are in...

	NUMBER	DON'T KNOW	REFUSED
a. Kindergarten...........	¦_¦_¦_¦	998	999
b. First grade............	¦_¦_¦_¦	998	999
c. Second grade...........	¦_¦_¦_¦	998	999
d. Third grade............	¦_¦_¦_¦	998	999
e. Fourth grade...........	¦_¦_¦_¦	998	999
f. Fifth grade............	¦_¦_¦_¦	998	999
g. Sixth grade............	¦_¦_¦_¦	998	999
h. Seventh grade..........	¦_¦_¦_¦	998	999
i. Eighth grade...........	¦_¦_¦_¦	998	999
j. Other (Specify)........	¦_¦_¦_¦	998	999

____
____

B4a. Are any prekindergarten children cared for along with the older children in your before-school session?

YES..01
NO................(GO TO B5)................00
DON'T KNOW.........(GO TO B5)................98
REFUSED............(GO TO B5)................99

B4b. How many prekindergarten children are cared for along with the older children in your before-school session?

¦____¦____¦____¦ CHILDREN
DON'T KNOW...................................98
REFUSED......................................99

B5. IF PROGRAM DOES NOT HAVE AFTER-SCHOOL SESSION (B1=01), SKIP TO B7

How many kindergarten through 8th grade children are currently enrolled in your after-school session?

PROBE: IF ENROLLMENT VARIES, ASK: How many children were enrolled in your after-school session yesterday/last Friday?

¦____¦____¦____¦____¦ CHILDREN
NONE..........................(GO TO B7).....00
DON'T KNOW...................................98
REFUSED......................................99

B6. How many of the (NUMBER IN B5) children enrolled in your after-school session are in...

	NUMBER	DON'T KNOW	REFUSED
a. Kindergarten...........	¦__¦__¦__¦	998	999
b. First grade............	¦__¦__¦__¦	998	999
c. Second grade...........	¦__¦__¦__¦	998	999
d. Third grade............	¦__¦__¦__¦	998	999
e. Fourth grade...........	¦__¦__¦__¦	998	999
f. Fifth grade............	¦__¦__¦__¦	998	999
g. Sixth grade............	¦__¦__¦__¦	998	999
h. Seventh grade..........	¦__¦__¦__¦	998	999
i. Eighth grade...........	¦__¦__¦__¦	998	999
j. Other (Specify)........ ______________________	¦__¦__¦__¦	998	999

B6aa. Are any prekindergarten children cared for along with the older children in your after school session?

YES..01
NO...............(GO TO B6b).................00
DON'T KNOW........(GO TO B6b).................98
REFUSED...........(GO TO B6b).................99

B6ab. How many prekindergarten children are cared for along with the older children in your after school session?

¦____¦____¦____¦ CHILDREN

DON'T KNOW....................................98

REFUSED.......................................99

B6bb. How many or what percentage of the children were absent from your after-school program yesterday/last Friday?

NUMBER PERCENTAGE

¦__¦__¦__¦ OR ¦__¦__¦__¦

NONE...................................... 00

DON'T KNOW................................98

REFUSED...................................99

B6cc. How many or what percentage of the children enrolled in your after-school program are enrolled on a drop-in basis?

NUMBER PERCENTAGE

¦__¦__¦__¦ OR ¦__¦__¦__¦

NONE...................................... 00

DON'T KNOW................................98

REFUSED...................................99

B7. Approximately what number or percentage of children enrolled in your program are...

	NUMBER		PERCENTAGE	DON'T KNOW	REFUSED
a. White, non Hispanic?...	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
b. Black, non Hispanic?...	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
c. Hispanic?.............	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
d. Asian or Pacific Islander?.....	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
e. American Indian or Alaskan Native?.......	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
f. Of other racial or ethnic groups? (Specify)............	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999

____

B8. Approximately what number or percentage of the children enrolled in your program are male?

NUMBER PERCENTAGE

¦___¦___¦___¦ OR ¦___¦___¦___¦

DON'T KNOW....................................98

REFUSED.......................................99

B9. Approximately what number or percentage of your children are from families with incomes...

	NUMBER		PERCENTAGE	DON'T KNOW	REFUSED
a. Under $15,000..........	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
b. $15,000 - under $30,000	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
c. $30,000 - under $50,000	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999
d. $50,000 and above......	¦__¦__¦__¦	OR	¦__¦__¦__¦	998	999

B10. School-age child care programs sometimes serve specific groups of children. What types of children do you primarily serve? Are most of the children you serve...

	YES	NO	DON'T KNOW	REFUSED
a. Children of working parents?.....	01	00	98	99
b. From low-income families?........	01	00	98	99
c. From certain religious groups?...	01	00	98	99
d. Handicapped?.....................	01	00	98	99
e. From migrant families?...........	01	00	98	99
f. English-speaking?................	01	00	98	99
g. Homeless?........................	01	00	98	99
h. From another group? (SPECIFY)...	01	00	98	99

____

B11. IF PROGRAM HAS NO BEFORE-SCHOOL SESSION (B1=02), SKIP TO B13.

B11a. IF PROGRAM HAS KINDERGARTNERS (B4a>0) ASK:

Do kindergarten children who attend your before-school session come to the program during the same hours as older children?

YES............(GO TO B12a)...............01

NO..00

NO KINDERGARTNERS IN MORNING SESSION........(GO TO B12a)...............02

DON'T KNOW.....(GO TO B12a)...............98

REFUSED........(GO TO B12a)...............99

B11b. What time does the before-school session for kindergartners begin?

¦__¦__¦ : ¦__¦__¦ AM....................01

PM....................02

DON'T KNOW...............................98

REFUSED..................................99

B11c. ...And what time does it end?

¦__¦__¦ : ¦__¦__¦ AM....................01

PM....................02

DON'T KNOW................................98

REFUSED...................................99

B12a. What time does the before-school session [for older children] begin?

¦__¦__¦ : ¦__¦__¦ AM....................01

PM....................02

DON'T KNOW................................98

REFUSED...................................99

B12b. ...And what time does it end?

¦__¦__¦ : ¦__¦__¦ AM....................01

PM....................02

DON'T KNOW................................98

REFUSED...................................99

B13. IF PROGRAM HAS NO AFTER-SCHOOL SESSION (B1=01), SKIP TO B15.

IF PROGRAM HAS KINDERGARTNERS (B6a>0), ASK:

B13a. Do kindergarten children who attend your after-school session come to the program during the same hours as older children?

YES....................(GO TO B14a)......01

NO..00

NO KINDERGARTNERS
IN AFTERNOON SESSION...(GO TO B14a)......97

DON'T KNOW.............(GO TO B14a)......98

REFUSED................(GO TO B14a)......99

B13b. What time does the after-school-session for kindergarten children begin?

¦__¦__¦ : ¦__¦__¦ AM....................01

PM....................02

DON'T KNOW................................98

REFUSED...................................99

B13c. ...And what time does it end?

¦__¦__¦ : ¦__¦__¦ AM....................01
PM....................02

DON'T KNOW..............................98
REFUSED.................................99

B14a. What time does the after-school session [for older children] begin?

¦__¦__¦ : ¦__¦__¦ AM....................01
PM....................02

DON'T KNOW..............................98
REFUSED.................................99

B14b. ...And what time does it end?

¦__¦__¦ : ¦__¦__¦ AM....................01
PM....................02

DON'T KNOW..............................98
REFUSED.................................99

B15. Do you offer continuous full-working-day services throughout the summer vacation?

YES.....................................01
NO......................................00
DON'T KNOW..............................98
REFUSED.................................99

B16. During the school year, does your before and/or after school program provide care during...

	YES ALL	YES SOME	NO	DON'T KNOW	REFUSED
a. School holidays?...............	01	02	00	98	99
b. School vacations?..............	01	02	00	98	99
c. Snow days or other weather-related closings?...	01	02	00	98	99
d. Teacher in-service days?.......	01	02	00	98	99
e. Extended night-time hours after 6:00 PM?...............	01	02	00	98	99
f. Weekends?......................	01	02	00	98	99

B17. How many days per week does your before and/or after school program normally operate?

¦__¦__¦ DAYS PER WEEK

DON'T KNOW..............................98

REFUSED.................................99

C. STAFF

The next questions I have are about (you/the director) and the other paid staff who work directly with children in (your program/the program at (ADDRESS)).

C1a. IF PROGRAM IS PART OF A MULTI-SITE PROGRAM (S9=01), ASK:

Are you the director of the before and/or after school program at (ADDRESS)?

YES	01
NO	00
THERE IS NO DIRECTOR..... (GO TO C6)	02
DON'T KNOW	98
REFUSED	99

C1b. What is (your/the director's) job title?

____

C2. How many hours per week (do you/does the [JOB TITLE] work at the before and/or after school program [at (ADDRESS ON LABEL/CORRECTED ADDRESS IN S5)]?

PROBE: How many hours per week (do you/does the director) usually work there?

¦___¦___¦ HOURS PER WEEK

DON'T KNOW	98
REFUSED	99

C3. What is the highest level of education (you have/the director has) completed?

GRADUATE DEGREE	01
BACHELOR'S DEGREE	02
ASSOCIATE DEGREE	03
CHILD DEVELOPMENT ASSOCIATE TRAINING	04
SOME COLLEGE, NO DEGREE	05
HIGH SCHOOL DIPLOMA OR GED	06
LESS THAN HIGH SCHOOL	07
DON'T KNOW	98
REFUSED	99

C4. What is the starting salary for a (JOB TITLE FROM C1)?

PROBE: If a new (JOB TITLE) with the minimum qualifications were hired tomorrow, what would that person be paid? What is the lowest starting salary?

$ |__|__|__|,|__|__|__|.|__|__| PER YEAR...........01
SCHOOL YEAR....02
MONTH..........03
WEEK...........04
DAY............05
HOUR...........06
DON'T KNOW...98
REFUSED..99

C5. (Do you/Does the [JOB TITLE]) work directly with children?

YES...01
YES, PART OF THE TIME.......................02
NO/NOT USUALLY..............................03
DON'T KNOW..................................98
REFUSED.....................................99

C6. The next questions I have are about the other paid staff who work directly with children in the (before/after/before and after) school program.

How many different types of paid staff does the program employ?

PROBE: By types of staff I mean different positions or titles.

|__|__| TYPES OF STAFF

NONE....................(GO TO C14)...........00
DON'T KNOW..............(GO TO C14)...........98
REFUSED.................(GO TO C14)...........99

C7. Please tell me what the job titles for these (NUMBER FROM C1) different types of staff are, starting with the most senior level of staff.	JOB TITLE 01 ______________	JOB TITLE 02 ______________
C8. How many (JOB TITLE)s do you employ in the before and/or after school program? PROBE: IF STAFF ROTATE, ASK: How many (JOB TITLE)s do you employ at one time?	¦__¦__¦ DON'T KNOW....................998 REFUSED.......................999	¦__¦__¦ DON'T KNOW....................998 REFUSED.......................999
C9. How many hours per week does (the/a typical) (JOB TITLE) work in the before and/or after school program?	¦__¦__¦ HOURS PER WEEK DON'T KNOW....................998 REFUSED.......................999	¦__¦__¦ HOURS PER WEEK DON'T KNOW....................998 REFUSED.......................999
C10. What is the highest level of education completed by (the JOB TITLE) with the most years of formal education?	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99
C11. What is the highest level of education completed by (the JOB TITLE) with the fewest years of formal education?	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99

JOB TITLE 03	JOB TITLE 04	JOB TITLE 05
________________	________________	________________
¦___¦___¦	¦___¦___¦	¦___¦___¦
DON'T KNOW....................998	DON'T KNOW....................998	DON'T KNOW....................998
REFUSED.......................999	REFUSED.......................999	REFUSED.......................999
¦___¦___¦ HOURS PER WEEK	¦___¦___¦ HOURS PER WEEK	¦___¦___¦ HOURS PER WEEK
DON'T KNOW....................998	DON'T KNOW....................998	DON'T KNOW....................998
REFUSED.......................999	REFUSED.......................999	REFUSED.......................999
GRADUATE DEGREE...............01	GRADUATE DEGREE...............01	GRADUATE DEGREE...............01
BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02
ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03
CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04
SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05
HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06
LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07
DON'T KNOW....................98	DON'T KNOW....................98	DON'T KNOW....................98
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99
GRADUATE DEGREE...............01	GRADUATE DEGREE...............01	GRADUATE DEGREE...............01
BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02
ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03
CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04
SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05
HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06
LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07
DON'T KNOW....................98	DON'T KNOW....................98	DON'T KNOW....................98
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99

JOB TITLE 06	JOB TITLE 07	JOB TITLE 08
________________	________________	________________
¦___¦___¦	¦___¦___¦	¦___¦___¦
DON'T KNOW...................998	DON'T KNOW...................998	DON'T KNOW...................998
REFUSED......................999	REFUSED......................999	REFUSED......................999
¦___¦___¦ HOURS PER WEEK	¦___¦___¦ HOURS PER WEEK	¦___¦___¦ HOURS PER WEEK
DON'T KNOW...................998	DON'T KNOW...................998	DON'T KNOW...................998
REFUSED......................999	REFUSED......................999	REFUSED......................999
GRADUATE DEGREE...............01	GRADUATE DEGREE...............01	GRADUATE DEGREE...............01
BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02
ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03
CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04
SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05
HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06
LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07
DON'T KNOW....................98	DON'T KNOW....................98	DON'T KNOW....................98
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99
GRADUATE DEGREE...............01	GRADUATE DEGREE...............01	GRADUATE DEGREE...............01
BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02	BACHELOR'S DEGREE.............02
ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03	ASSOCIATE DEGREE..............03
CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04	CHILD DEVELOPMENT ASSOCIATE TRAINING....................04
SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05	SOME COLLEGE, NO DEGREE.......05
HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06	HIGH SCHOOL DIPLOMA OR GED....06
LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07	LESS THAN HIGH SCHOOL.........07
DON'T KNOW....................98	DON'T KNOW....................98	DON'T KNOW....................98
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99

JOB TITLE 09 ________________	JOB TITLE 10 ________________	JOB TITLE 11 ________________
¦___¦___¦ DON'T KNOW...................998 REFUSED......................999	¦___¦___¦ DON'T KNOW...................998 REFUSED......................999	¦___¦___¦ DON'T KNOW...................998 REFUSED......................999
¦___¦___¦ HOURS PER WEEK DON'T KNOW...................998 REFUSED......................999	¦___¦___¦ HOURS PER WEEK DON'T KNOW...................998 REFUSED......................999	¦___¦___¦ HOURS PER WEEK DON'T KNOW...................998 REFUSED......................999
GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99
GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99	GRADUATE DEGREE...............01 BACHELOR'S DEGREE.............02 ASSOCIATE DEGREE..............03 CHILD DEVELOPMENT ASSOCIATE TRAINING.....................04 SOME COLLEGE, NO DEGREE.......05 HIGH SCHOOL DIPLOMA OR GED....06 LESS THAN HIGH SCHOOL.........07 DON'T KNOW....................98 REFUSED.......................99

		JOB TITLE 01	JOB TITLE 02
C12.	What is the starting salary for a (JOB TITLE) in the before and/or after school program?	$ ¦_¦_¦_¦,¦_¦_¦_¦.¦_¦_¦	$ ¦_¦_¦_¦,¦_¦_¦_¦.¦_¦_¦
		PER YEAR......................01	PER YEAR......................01
		SCHOOL YEAR..............02	SCHOOL YEAR..............02
PROBE:	If you were to hire a new (JOB TITLE) with the minimum qualifications tomorrow, what would you pay that person?	MONTH.....................03	MONTH.....................03
		WEEK......................04	WEEK......................04
		DAY.......................05	DAY.......................05
		HOUR......................06	HOUR......................06
		DON'T KNOW...............999998	DON'T KNOW...............999998
		REFUSED..................999999	REFUSED..................999999
C13.	INTERVIEWER: ARE THERE ANY MORE JOB TITLES TO ASK ABOUT?	YES.....(GO TO C7 FOR NEXT JOB TITLE)........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)........................01
		NO......(GO TO C14)...........00	NO......(CO TO C14)...........00
		REFUSED.......................99	REFUSED.......................99

JOB TITLE 03	JOB TITLE 04	JOB TITLE 05
$:_:_:_:,:_:_:_:.:_:_:	$:_:_:_:,:_:_:_:.:_:_:	$:_:_:_:,:_:_:_:.:_:_:
PER YEAR......................01	PER YEAR......................01	PER YEAR......................01
SCHOOL YEAR...............02	SCHOOL YEAR...............02	SCHOOL YEAR...............02
MONTH.....................03	MONTH.....................03	MONTH.....................03
WEEK......................04	WEEK......................04	WEEK......................04
DAY.......................05	DAY.......................05	DAY.......................05
DON'T KNOW................999998	DON'T KNOW................999998	DON'T KNOW................999998
REFUSED...................999999	REFUSED...................999999	REFUSED...................999999
YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01
NO......(GO TO C14)...........00	NO......(GO TO C14)...........00	NO......(GO TO C14)...........00
REFUSED........................99	REFUSED........................99	REFUSED........................99

JOB TITLE 06	JOB TITLE 07	JOB TITLE 08
$ ¦_¦_¦_¦.¦_¦_¦_¦.¦_¦_¦	$ ¦_¦_¦_¦.¦_¦_¦_¦.¦_¦_¦	$ ¦_¦_¦_¦.¦_¦_¦_¦.¦_¦_¦
PER YEAR......................01	PER YEAR......................01	PER YEAR......................01
SCHOOL YEAR...............02	SCHOOL YEAR...............02	SCHOOL YEAR...............02
MONTH......................03	MONTH......................03	MONTH......................03
WEEK.......................04	WEEK.......................04	WEEK.......................04
DAY........................05	DAY........................05	DAY........................05
DON'T KNOW...............999998	DON'T KNOW...............999998	DON'T KNOW...............999998
REFUSED..................999999	REFUSED..................999999	REFUSED..................999999
YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)..........................01
NO......(GO TO C14)...........00	NO......(GO TO C14)...........00	NO......(GO TO C14)...........00
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99

JOB TITLE 09	JOB TITLE 10	JOB TITLE 11
$ ¦_¦_¦_¦,¦_¦_¦_¦.¦_¦_¦	$ ¦_¦_¦_¦,¦_¦_¦_¦.¦_¦_¦	$ ¦_¦_¦_¦,¦_¦_¦_¦.¦_¦_¦
PER YEAR......................01	PER YEAR......................01	PER YEAR......................01
SCHOOL YEAR...............02	SCHOOL YEAR...............02	SCHOOL YEAR...............02
MONTH.....................03	MONTH.....................03	MONTH.....................03
WEEK......................04	WEEK......................04	WEEK......................04
DAY.......................05	DAY.......................05	DAY.......................05
DON'T KNOW...............999998	DON'T KNOW...............999998	DON'T KNOW...............999998
REFUSED..................999999	REFUSED..................999999	REFUSED..................999999
YES.....(GO TO C7 FOR NEXT JOB TITLE)........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE)........................01	YES.....(GO TO C7 FOR NEXT JOB TITLE..........................01
NO......(GO TO C14)............00	NO......(GO TO C14)............00	NO......(GO TO C14)............00
REFUSED.......................99	REFUSED.......................99	REFUSED.......................99

C14. Are any of the staff who work with children currently junior high or high school students?

PROBE: Include paid and unpaid staff.

YES......................................01
NO.......................................00
DON'T KNOW...............................98
REFUSED..................................99

C15. Including yourself, approximately what number or what percentage of the paid staff working in (your program/the program at (ADDRESS)) are...

	NUMBER		PERCENTAGE	DON'T KNOW	REFUSED
a. White, non Hispanic?.....	¦_¦_¦	OR	¦_¦_¦_¦	998	999
b. Black, non Hispanic?.....	¦_¦_¦	OR	¦_¦_¦_¦	998	999
c. Hispanic?...............	¦_¦_¦	OR	¦_¦_¦_¦	998	999
d. Asian or Pacific Islander?.......	¦_¦_¦	OR	¦_¦_¦_¦	998	999
e. American Indian or Alaskan Native?.........	¦_¦_¦	OR	¦_¦_¦_¦	998	999
f. Of other racial or ethnic groups? (Specify)..............	¦_¦_¦	OR	¦_¦_¦_¦	998	999

____

____

C16. Approximately what number or what percentage of the paid staff are male?

NUMBER PERCENTAGE

¦__¦__¦ OR ¦__¦__¦__¦

DON'T KNOW................................98
REFUSED...................................99

C17. Are head teachers or group leaders in the before and/or after school program given paid time to plan daily activities?

YES.......................................01
NO..00
DON'T KNOW................................98
REFUSED...................................99

C18. Including yourself, approximately what number or what percentage of the paid staff also work in other jobs?

NUMBER PERCENTAGE

¦__¦__¦ OR ¦__¦__¦__¦

NONE.................(GO TO C20)..........00
DON'T KNOW...........(GO TO C20)..........98
REFUSED..............(GO TO C20)..........99

C19. What types of other jobs do these staff have?

PROBE: Any others?

CODE ALL THAT APPLY

SCHOOL TEACHER............................01
OTHER SCHOOL JOB..........................02
OTHER NONSCHOOL JOB.......................03
STUDENTS..................................04
DON'T KNOW................................98
REFUSED...................................99

C20. Including yourself, have any of the paid staff who work with children participated in any additional school-age child-related training in the last year?

YES.......................................01
NO......................(GO TO C22)......00
DON'T KNOW..............(GO TO C22)......98
REFUSED.................(GO TO C22)......99

C21. What organization provided the training that these staff participated in?

PROBE: Were there any others?

CODE ALL THAT APPLY

LOCAL COLLEGE/COMMUNITY COLLEGE...........01
RESOURCE AND REFERRAL AGENCY..............02
LICENSING AGENCY..........................03
NETWORK OR COALITION FOR SCHOOL-AGE CHILD CARE..........................04
NATIONAL SCHOOL-AGE CHILD CARE ALLIANCE...05
YOUTH ORGANIZATION (YMCA, YWCA, CAMPFIRE)............................06
BOARD OF EDUCATION........................07
GOVERNMENT AGENCY.........................08
PRIVATE ASSOCIATION OR ORGANIZATION.......09
OTHER (SPECIFY)...........................00

____

DON'T KNOW................................98
REFUSED...................................99

C22. During the past 12 months, how many paid staff who work with children left your program? Include both full-time and part-time staff.

|__|__| STAFF

DON'T KNOW................................98
REFUSED...................................99

C23. During the past 12 months, how many paid staff who work with children have been hired?

PROBE: Including yourself, if you were hired within the last 12 months.

|__|__| STAFF

DON'T KNOW................................98
REFUSED...................................99

C24. Thinking about the last time you had to fill a vacant paid staff position, how long was it from the time a staff member left to the time a replacement was hired?

PROBE: Do not count time when your program is not operating (e.g. summer vacation).

|__|__|__|	DAYS	01
	WEEKS	02
	MONTHS	03
	YEARS	04
IMMEDIATELY		96
NOT APPLICABLE		97
DON'T KNOW		98
REFUSED		99

C25. What fringe benefits do you provide for paid staff who work with children? By fringe benefits we mean insurance, vacation time, sick time, and any other benefits they may receive.

PROBE: If your staff includes regular school teachers, do not include benefits they receive as teachers.

PROBE: Any others?

	CODE ALL THAT APPLY
NO BENEFITS	01
HEALTH INSURANCE	02
DENTAL INSURANCE	03
DISABILITY INSURANCE	04
LIFE INSURANCE	05
PAID VACATION TIME	06
PAID HOLIDAYS	07
PAID PERSONAL DAYS/BEREAVEMENT DAYS	08
"COMP" TIME	09
PAID SICK DAYS	10
RETIREMENT PENSION	11
FREE OR REDUCED-FEE CHILD CARE	12
TUITION SUPPORT	13
USE OF FACILITIES FREE OF CHARGE	14
OTHER (SPECIFY)	00
________________________	
DON'T KNOW	98
REFUSED	99

D. ACTIVITIES AND SERVICES

Next I'm going to ask you some questions about the activities and services of your before and/or after school program.

D1. The following statements describe some of the purposes of school-age child care programs. Please tell me which of these purposes describe the purposes of your program.

	YES	NO	DON'T KNOW	REFUSED
a. To provide adult supervision and a safe environment for children......	01	00	98	99
b. To provide recreational activities for children............	01	00	98	99
c. To improve the academic skills of all children....................	01	00	98	99
d. To provide cultural and/or enrichment opportunities...........	01	00	98	99
e. To provide remedial help to children who are having difficulty in school...............	01	00	98	99
f. To prevent problems such as drug abuse, smoking, alcohol use, or other risk-taking behavior.........	01	00	98	99
g. To provide a flexible, relaxed, home-like environment..............	01	00	98	99

D2. Which of these purposes is your most important purpose?

SUPERVISION................................	01
RECREATION.................................	02
ACADEMIC...................................	03
ENRICHMENT.................................	04
REMEDIATION................................	05
PREVENTION.................................	06
HOME-LIKE..................................	07
DON'T KNOW.................................	98
REFUSED....................................	99

D3. I'm going to read a list of activities offered by programs. For each activity I mention, please tell me whether it is offered daily, weekly, monthly, occasionally, as needed, or never.

PROBE: **By offered we mean available for children to participate in.**

ACTIVITIES	DAILY	WEEKLY	MONTHLY	OCCASION-ALLY	NEVER	AS NEEDED	DON'T KNOW	REFUSED
a. Creative arts or crafts such as painting, sewing, or carpentry.........	01	02	03	04	05	06	98	99
b. Construction or building with hollow blocks, Lego, or sand..................	01	02	03	04	05	06	98	99
c. Science activities or experiments......	01	02	03	04	05	06	98	99
d. Board or card games, puzzles...........	01	02	03	04	05	06	98	99
e. Reading independently or in small groups.........................	01	02	03	04	05	06	98	99
f. Creative writing........................	01	02	03	04	05	06	98	99
g. Time for doing homework................	01	02	03	04	05	06	98	99
h. Computer electronic games..............	01	02	03	04	05	06	98	99
i. Television watching....................	01	02	03	04	05	06	98	99
j. Video or movie viewing.................	01	02	03	04	05	06	98	99
k. Cooking or food preparation............	01	02	03	04	05	06	98	99
l. Unstructured dramatic play or dress up play...........................	01	02	03	04	05	06	98	99
m. Storytelling, role-playing, or theatrical activities..................	01	02	03	04	05	06	98	99
n. Movement, dance, or exercise activities.............................	01	02	03	04	05	06	98	99
o. Musicmaking, music appreciation or singing activities.....................	01	02	03	04	05	06	98	99
p. Unstructured physically active play such as running or swimming.......	01	02	03	04	05	06	98	99
q. Organized individual skillbuilding sports such as swimming, track, field, gymnastics......................	01	02	03	04	05	06	98	99
r. Organized team sports such as soccer...	01	02	03	04	05	06	98	99
s. Field trips, excursions................	01	02	03	04	05	06	98	99
t. Socializing............................	01	02	03	04	05	06	98	99
u. Tutoring...............................	01	02	03	04	05	06	98	99
v. Formal guidance or psychological counseling or therapy..................	01	02	03	04	05	06	98	99
w. Free time..............................	01	02	03	04	05	06	98	99
x. Other (SPECIFY)........................	01	02	03	04	05	06	98	99

D4. How are children involved in planning activities?

PROBE: Are there any other ways?

CODE ALL THAT APPLY

CHILDREN NOT INVOLVED IN PLANNING	01
GROUP MEETINGS	02
SUGGESTION BOX	03
WRITTEN QUESTIONNAIRES	04
INFORMALLY INVOLVED	05
VERBAL SUGGESTIONS	06
OTHER (SPECIFY)	00

____

DON'T KNOW	98
REFUSED	99

D5. How are children grouped for program activities?

PROBE: They could be grouped by age, ability, gender, activity, interest, etc.

PROBE: Are there any other ways children are grouped?

CODE ALL THAT APPLY

AGE	01
INTEREST	02
ACTIVITY	03
GENDER	04
SKILL ABILITY OR DEVELOPMENTAL LEVEL	05
DEPENDS ON ACTIVITY	06
KIDS CHOOSE OWN GROUPS	07
ALL TOGETHER/ONLY ONE GROUP	08
OTHER (SPECIFY)	00

____

DON'T KNOW	98
REFUSED	99

D6. **DO NOT ASK IF PROGRAM DOES NOT SERVE CHILDREN OVER AGE 9** (THIRD GRADE) (B2f + B2g + B2h + B2i = 0)

What special provisions do you make for children over age 9?

CODE ALL THAT APPLY

SEPARATE SPACE	01
DIFFERENT ACTIVITIES	02
ACTIVITIES IN THE COMMUNITY	03
HELPING WITH YOUNGER CHILDREN	04
WORK EXPERIENCE	05
LONGER-TERM ACTIVITIES	06
OWN CLUB PROGRAM	07
OTHER (SPECIFY)	00
DON'T KNOW	98
REFUSED	99

D6a. Does your program coordinate services for children with (schools or) other organizations?

PROBE: Coordinating services may entail communicating regularly with other organizations about children's care, making referrals, or arranging for services to be delivered to children.

YES	01
NO	00
DON'T KNOW	98
REFUSED	99

D7. Have you received requests for services that you have not been able to provide?

PROBE: For example, have you received requests for more hours, a summer program, transportation, or other services?

YES		01
NO	(GO TO E1)	00
DON'T KNOW	(GO TO E1)	98
REFUSED	(GO TO E1)	99

D8. What types of services have been requested but not provided?

PROBE: Are there any others?

	CODE ALL THAT APPLY
EARLY MORNING CARE	01
EVENING CARE	02
WEEKEND CARE	03
CARE DURING HOLIDAYS AND VACATIONS	04
SICK CARE	05
SUMMER PROGRAM	06
EXTENDED HOURS	07
MORE SLOTS	08
SPECIAL ACTIVITIES	09
TRANSPORTATION	10
ENGLISH AS A SECOND LANGUAGE	11
SLOTS FOR MORE OR DIFFERENT AGE GROUPS	12
CARE FOR SPECIAL POPULATIONS	13
EXTENDED CARE FOR KINDERGARTNERS	14
DROP-IN CARE	15
OTHER (SPECIFY)	00
DON'T KNOW	98
REFUSED	99

E. PARENT INVOLVEMENT

Next, I would like to ask you about parents' involvement in the activities of your before and/or after school program.

E1. Do parents participate in planning and/or evaluating the program?

YES	01
NO	00
SOMETIMES	02
DON'T KNOW	98
REFUSED	99

E2. Do parents serve on an advisory council or board of directors for the program?

YES	01
NO	00
DON'T KNOW	98
REFUSED	99

E3. Are there any other major ways that parents are involved with the program?

YES		01
NO	(GO TO E5)	00
DON'T KNOW	(GO TO E5)	98
REFUSED	(GO TO E5)	99

E4. What are the other major ways that parents are involved with the program?

CODE ALL THAT APPLY

SERVE AS VOLUNTEERS	01
CHOOSE ACTIVITIES	02
SELECT STAFF	03
REVIEW BUDGETS	04
RAISE FUNDS	05
BUILDING MAINTENANCE	06
ATTEND WORKSHOPS	07
ATTEND PARENT MEETINGS	08
SET POLICY	09
OTHER (SPECIFY)	00

____

____

DON'T KNOW	98
REFUSED	99

E5. Is any parent involvement required?

YES.......................................01
NO..00
DON'T KNOW................................98
REFUSED...................................99

E6. How do you typically communicate with parents about their child's care and activities?

PROBE: Any other ways?

CODE ALL THAT APPLY

REGULAR CONFERENCES.......................01
PHONE CALLS...............................02
NEWSLETTER................................03
SEND NOTES OR LETTERS HOME WITH CHILDREN..04
TALK TO PARENTS WHEN DROPPING OFF OR PICKING UP CHILD.......................05
OTHER (SPECIFY)...........................00

____

____

DON'T KNOW................................98
REFUSED...................................99

E7. IF PROGRAM HAS REGULAR CONFERENCES WITH PARENTS (E6=01), ASK:

How often are parent conferences typically scheduled?

|__|__| TIMES PER YEAR..................01
MONTH.....................................02
WEEK......................................03
DAY.......................................04
AS NEEDED.................................05
DON'T KNOW................................98
REFUSED...................................99

F. LICENSING, ACCREDITATION, AND EVALUATION

Next, I'm going to ask you questions about licensing, accreditation, and evaluation activities for your before and/or after school program.

F1. Is your before and/or after school program regulated or licensed by a child care licensing agency or approved by the State Department of Education?

YES..01
NO.........................(GO TO F3)....00
DON'T KNOW.................(GO TO F3)....98
REFUSED....................(GO TO F3)....99

F2. How many children are you licensed or approved to care for?

PROBE: How many children are permitted to be at the program at one time?

¦___¦___¦___¦___¦ CHILDREN

NOT LICENSED OR APPROVED..................00
NOT APPLICABLE............................97
DON'T KNOW................................98
REFUSED...................................99

F3. Is your before and/or after school program accredited by a state or national accrediting organization?

PROBE: Is your program itself accredited?

YES..01
NO....................(GO TO F5).........00
DON'T KNOW............(GO TO F5).........98
REFUSED...............(GO TO F5).........99

F4. From what organization have you received accreditation?

CODE ALL THAT APPLY

NATIONAL ACADEMY OF EARLY CHILDHOOD PROGRAMS (NAEYC)	01
A STATE ORGANIZATION OR AGENCY (SPECIFY)	02
______________________________	
A NATIONAL ORGANIZATION (SPECIFY)	03
______________________________	
DON'T KNOW	98
REFUSED	99

F5. Is your before and/or after school program formally reviewed or evaluated at least once a year?

PROBE: The review could be done by your own staff and parents or outside evaluators. It could consist of systematic interviews, observations, or forms to be administered by the reviewers.

YES		01
NO	(GO TO G2)	00
DON'T KNOW	(GO TO G2)	98
REFUSED	(GO TO G2)	99

F6. Who formally reviews your program?

PROBE: Anyone else?

	CODE ALL THAT APPLY
PROGRAM STAFF	01
PARENTS	02
NATIONAL ORGANIZATION STAFF	03
FUNDING ORGANIZATION STAFF	04
BOARD OF EDUCATION/SCHOOL DISTRICT STAFF	05
OTHER (SPECIFY)	00

____

____

DON'T KNOW	98
REFUSED	99

G. FEES, SUBSIDIES, BUDGETS, AND OTHER RESOURCES

G1. IF PROGRAM HAS NO BEFORE-SCHOOL SESSION (B1=02), SKIP TO G5.

G2. IF PROGRAM HAS KINDERGARTNERS (B4a>0), ASK:

Do you charge the same fees for kindergarten children as for older children for the before-school session?

YES............(GO TO G4)............01
NO..................................00
DON'T KNOW.....(GO TO G4)............98
REFUSED........(GO TO G4)............99

G3. How much do you charge a full-fee-paying parent to enroll a kindergarten child in your before-school session for (DAYS FROM B17) days a week?

$|__|__|,|__|__|__|.|__|__| PER YEAR...............01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06
NOT APPLICABLE....................................96
NO CHARGE...97
DON'T KNOW..98
REFUSED...99

G4. How much do you charge a full-fee-paying parent to enroll [a child/an older child] in your before-school session for (DAYS FROM B17) days a week?

$|__|__|,|__|__|__|.|__|__| PER YEAR...............01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06
NOT APPLICABLE....................................96
NO CHARGE...97
DON'T KNOW..98
REFUSED...99

G5. IF PROGRAM HAS NO AFTER-SCHOOL SESSIONS (B1=01) SKIP TO G12.

IF PROGRAM ENROLLS KINDERGARTEN CHILDREN (B6a>0) ASK:

G6. Do you charge the same fees for kindergarten children as for older children for your after-school session?

YES..........(GO TO G8)................01
NO.....................................00
DON'T KNOW....(GO TO G8)................98
REFUSED.......(GO TO G8)................99

G7. How much do you charge a full-fee-paying parent to enroll a kindergarten child in your after-school session for (DAYS FROM B17) days a week?

$|__|__|,|__|__|__|.|__|__| PER YEAR...............01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06

NOT APPLICABLE......................................96
NO CHARGE...97
DON'T KNOW..98
REFUSED...99

G8. How much do you charge a full-fee-paying parent to enroll [a child/an older child] in your after-school session for (DAYS FROM B17) days a week?

$|__|__|,|__|__|__|.|__|__| PER YEAR...............01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06

NOT APPLICABLE......................................96
NO CHARGE...97
DON'T KNOW..98
REFUSED...99

G9. IF PROGRAM DOES NOT HAVE BOTH A BEFORE-SCHOOL AND AN AFTER-SCHOOL SESSION (B1≠03), SKIP TO G12.

G10. IF PROGRAM CHARGES DIFFERENT AMOUNTS FOR KINDERGARTNERS, (G2=00 OR G6=00), ASK:

How much do you charge a full-fee-paying parent to enroll a kindergarten child in your combined before- and after-school program?

$|__|__|,|__|__|__|.|__|__| PER YEAR................01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06
NOT APPLICABLE...96
NO CHARGE..97
DON'T KNOW...98
REFUSED..99

G11. How much do you charge a full-fee-paying parent to enroll (a child/an older child) in your combined before- and after-school program?

$|__|__|,|__|__|__|.|__|__| PER YEAR................01
SCHOOL YEAR........02
MONTH..............03
WEEK...............04
DAY................05
HOUR...............06
NOT APPLICABLE...96
NO CHARGE..97
DON'T KNOW...98
REFUSED..99

G12. IF G3, G4, G7, G8, G10, G11 ALL EQUAL 97, SKIP TO G15.

Do you sometimes charge different amounts depending on........

	YES	NO	DON'T KNOW	REFUSED	NOT APPLICABLE
a. The number of children from the same family?	01	00	98	99	XX
b. Family income?	01	00	98	99	XX
c. The number of hours children attend the program?	01	00	98	99	XX
d. The child's age?	01	00	98	99	XX
e. Whether the child has a diagnosed handicap?	01	00	98	99	97
f. Whether parents or an outside agency such as welfare is paying for the care?	01	00	98	99	97
g. Whether or not you provide special services such as transportation or field trips	01	00	98	99	97
IF G7g = 01, ASK:					
g1. Field trips?	01	00	98	99	97
g2. Transportation?	01	00	98	99	97
g3. Special activities?	01	00	98	99	97
g4. Late pickup?	01	00	98	99	97
g5. Other? (SPECIFY)	01	00	98	99	97
h. Are there other reasons why you charge different amounts?	01	00	98	XX	XX
(SPECIFY)	01	00	98	99	XX

G13. What number or what percentage of your parents pay the full fee for their children to attend your program?

PROBE: The full fee is the fee without any subsidy or scholarship.

NUMBER PERCENTAGE

¦__¦__¦__¦ OR ¦__¦__¦__¦

NONE	00
DON'T KNOW	98
REFUSED	99

G14. Do you have a sliding-fee scale?

YES	01
NO	00
DON'T KNOW	98
REFUSED	99

G15. Do you offer scholarships or tuition grants?

YES......................................01
NO.......................................00
DON'T KNOW...............................98
REFUSED..................................99

G16. Approximately what percent of the children who attend your program have a parent who receives AFDC or other public assistance such as food stamps, SSI, or WIC benefits?

PROBE: Your best estimate is fine

¦__¦__¦__¦ PERCENT

DON'T KNOW...............................98
REFUSED..................................99

G17. **PUBLIC SCHOOL PROGRAMS ONLY:**

Approximately what percentage of the students enrolled in your program receive free or reduced price meals through the school breakfast or lunch program?

PROBE: Your best estimate is fine.

¦__¦__¦__¦ PERCENT

DON'T KNOW...............................98
REFUSED..................................99

G18. Does a federal, state or local agency such as a human services agency, an education department, welfare, or an employment or training program pay for any of the children you care for?

YES......................................01
NO...............(GO TO G21).............00
DON'T KNOW.......(GO TO G21).............98
REFUSED..........(GO TO G21).............99

G19. How many children are paid for in full by a federal, state, or local agency?

PROBE: Your best estimate is fine.

¦__¦__¦__¦ CHILDREN

ALL OF THEM..............................97
DON'T KNOW...............................98
REFUSED..................................99

G20. How many children are paid for in part by a federal, state, or local agency?

PROBE: Your best estimate is fine.

¦___¦___¦___¦ CHILDREN

ALL OF THEM	97
DON'T KNOW	98
REFUSED	99

G21. The next questions deal with the budget for your before and/or after school program. The categories we will be asking about are salaries and benefits, rent and utilities, insurance, and other program costs.

What amount or percentage of your total budget is spent on...

PROBE: Your best estimate is fine.

	AMOUNT		PERCENTAGE	DON'T KNOW	REFUSED
a. Salaries and benefits	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
b. Rent and utilities	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
c. Insurance	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
d. Other program costs	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99

G22. Next, we would like to ask you about sources of funding for the before and/or after school program. The sources we will be asking about are parent fees, government funds, private funds, funding from the Board of Education, and all other funding sources. First, during the last fiscal year, approximately what amount or percentage of your program's budget was met with...

PROBE: Your best estimate is fine.

	AMOUNT		PERCENTAGE	DON'T KNOW	REFUSED
a. Parent fees	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
b. Government funds	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
c. Board of Education	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
d. Private funds, such as funds from United Way, local charities, or other service organizations	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99
e. Other sources	$¦_¦_¦_¦.¦_¦_¦_¦	OR	¦_¦_¦_¦	98	99

G23. IF THE PROGRAM RECEIVES GOVERNMENT FUNDS (G22b GREATER THAN 0), ASK:

Do you receive funds from....

	YES	NO	DON'T KNOW	REFUSED
a. Chapter 1?	01	00	98	99
b. Child Care Food Program?	01	00	98	99
c. Title XX?	01	00	98	99
d. Local or State funds?	01	00	98	99
e. Other Grant Funds? (SPECIFY)	01	00	98	99

____

G24. Do you receive in-kind donations of resources such as rent, equipment, or supplies?

YES..01
NO......................(GO TO G29).......00
DON'T KNOW..............(GO TO G29).......98
REFUSED.................(GO TO G29).......99

G25. From how many organizations or individuals do you receive in-kind donations? Count all individuals together as one organization.

¦___¦___¦ ORGANIZATIONS

G26. Please tell me the name(s) of the organization(s) from which you receive in-kind donations	ORGANIZATION 01 ______________	ORGANIZATION 02 ______________
G27. What type of organization is (ORGANIZATION)?	SOCIAL SERVICE AGENCY........01	SOCIAL SERVICE AGENCY........01
	STATE GOVERNMENT.............02	STATE GOVERNMENT.............02
	COUNTY/LOCAL GOVERNMENT......03	COUNTY/LOCAL GOVERNMENT......03
	COLLEGE/UNIVERSITY...........04	COLLEGE/UNIVERSITY...........04
	PUBLIC SCHOOL................05	PUBLIC SCHOOL................05
	PRIVATE SCHOOL...............06	PRIVATE SCHOOL...............06
	SCHOOL DISTRICT..............07	SCHOOL DISTRICT..............07
	CHURCH/RELIGIOUS GROUP.......08	CHURCH/RELIGIOUS GROUP.......08
	PRIVATE CORPORATION..........09	PRIVATE CORPORATION..........09
	PARENT GROUP.................10	PARENT GROUP.................10
	PERSONS......................11	PERSONS......................10
	OTHER (SPECIFY)..............00 ______________	OTHER (SPECIFY)..............00 ______________
	DON'T KNOW...................98	DON'T KNOW...................98
	REFUSED......................99	REFUSED......................99
G28. What does (ORGANIZATION) donate to your program? PROBE: Anything else? CODE ALL THAT APPLY	RENT OR SPACE................01	RENT OR SPACE................01
	EQUIPMENT....................02	EQUIPMENT....................02
	SUPPLIES.....................03	SUPPLIES.....................03
	FOOD.........................04	FOOD.........................04
	STAFF........................05	STAFF........................05
	INSURANCE COVERAGE...........06	INSURANCE COVERAGE...........06
	TRANSPORTATION...............07	TRANSPORTATION...............07
	ADMINISTRATIVE SUPPORT.......08	ADMINISTRATIVE SUPPORT.......08
	CUSTODIAL/MAINTENANCE SERVICES...................09	CUSTODIAL/MAINTENANCE SERVICES...................09
	START-UP MONEY...............10	START-UP MONEY...............10
	OTHER (SPECIFY)..............00 ______________	OTHER (SPECIFY)..............00 ______________
	DON'T KNOW...................98	DON'T KNOW...................98
	REFUSED......................99	REFUSED......................99

ORGANIZATION 03	ORGANIZATION 04	ORGANIZATION 05
SOCIAL SERVICE AGENCY........01	SOCIAL SERVICE AGENCY........01	SOCIAL SERVICE AGENCY........01
STATE GOVERNMENT.............02	STATE GOVERNMENT.............02	STATE GOVERNMENT.............02
COUNTY/LOCAL GOVERNMENT......03	COUNTY/LOCAL GOVERNMENT......03	COUNTY/LOCAL GOVERNMENT......03
COLLEGE/UNIVERSITY...........04	COLLEGE/UNIVERSITY...........04	COLLEGE/UNIVERSITY...........04
PUBLIC SCHOOL................05	PUBLIC SCHOOL................05	PUBLIC SCHOOL................05
PRIVATE SCHOOL...............06	PRIVATE SCHOOL...............06	PRIVATE SCHOOL...............06
SCHOOL DISTRICT..............07	SCHOOL DISTRICT..............07	SCHOOL DISTRICT..............07
CHURCH/RELIGIOUS GROUP.......08	CHURCH/RELIGIOUS GROUP.......08	CHURCH/RELIGIOUS GROUP.......08
PRIVATE CORPORATION..........09	PRIVATE CORPORATION..........09	PRIVATE CORPORATION..........09
PARENT GROUP.................10	PARENT GROUP.................10	PARENT GROUP.................10
PERSONS......................11	PERSONS......................11	PERSONS......................11
OTHER (SPECIFY)..............00	OTHER (SPECIFY)..............00	OTHER (SPECIFY)..............00
DON'T KNOW...................98	DON'T KNOW...................98	DON'T KNOW...................98
REFUSED......................99	REFUSED......................99	REFUSED......................99
RENT OR SPACE................01	RENT OR SPACE................01	RENT OR SPACE................01
EQUIPMENT....................02	EQUIPMENT....................02	EQUIPMENT....................02
SUPPLIES.....................03	SUPPLIES.....................03	SUPPLIES.....................03
FOOD.........................04	FOOD.........................04	FOOD.........................04
STAFF........................05	STAFF........................05	STAFF........................05
INSURANCE COVERAGE...........06	INSURANCE COVERAGE...........06	INSURANCE COVERAGE...........06
TRANSPORTATION...............07	TRANSPORTATION...............07	TRANSPORTATION...............07
ADMINISTRATIVE SUPPORT.......08	ADMINISTRATIVE SUPPORT.......08	ADMINISTRATIVE SUPPORT.......08
CUSTODIAL/MAINTENANCE SERVICES...................09	CUSTODIAL/MAINTENANCE SERVICES...................09	CUSTODIAL/MAINTENANCE SERVICES...................09
START-UP MONEY...............10	START-UP MONEY...............10	START-UP MONEY...............10
OTHER (SPECIFY)..............00	OTHER (SPECIFY)..............00	OTHER (SPECIFY)..............00
DON'T KNOW...................98	DON'T KNOW...................98	DON'T KNOW...................98
REFUSED......................99	REFUSED......................99	REFUSED......................99

G29. What aspect of your program are you most proud of?

DON'T KNOW................................98

REFUSED...................................99

G30. INTERVIEWER: Thank you for taking the time to answer these questions. You have been very helpful and your participation in this survey is greatly appreciated.

We'll send you a copy of the study results when they are available in about a year.

ADVANCE MATERIALS

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON. D.C. 20202-______

March 27, 1991

Dear

Your school-age child care program has been selected for participation in a National Study of Before and After School Programs that is being conducted for the U.S. Department of Education by RMC Research, in collaboration with Mathematica Policy Research, Inc. and the Wellesley College School-Age Child Care Project. If your program operates at least 4 days per week and at least 2 hours per day, then your program is eligible to participate in this study.

The purpose of this study is to examine the amount and characteristics of school-age child care that is available in this country. More information about the purpose and plans for the study is enclosed.

In order to collect information about school-age child care programs, Mathematica Policy Research, Inc. is conducting a telephone survey with directors of school-age child care programs. A member of Mathematica's staff will be calling you within the next week to conduct a telephone interview with you. If your program has multiple locations, the location listed above has been selected to be the focus of this survey. The interview will take about 30 minutes. All confidential information will be strictly protected, and survey results will be reported only in aggregate statistical form. You may refuse to answer specific questions if you wish.

Enclosed is a worksheet that may be used to prepare for the interview. The worksheet allows you to assemble information about your program that may require checking records. If your program is eligible to participate in this study (see above), completing the worksheet will help the telephone interview go more quickly.

Participation in the survey is voluntary. We hope that you will contribute to this very important study by sharing information about your program with us. Please feel free to call the survey director, Ellen Kisker, collect at (609) 799-3535 if you have any questions about the survey.

Sincerely,

Alan Ginsburg

Alan Ginsburg
Director, Planning and
Evaluation Services

Enclosure

NATIONAL STUDY OF BEFORE AND AFTER SCHOOL PROGRAMS

RMC Research Corporation, in collaboration with Mathematica Policy Research and the Wellesley College School-Age Child Care Project, has been awarded a contract by the U.S. Department of Education to conduct a national study of before and after school programs. The study is examining the prevalence, structure, and features of formal programs that provide enrichment, academic instruction, recreation, and supervised care for children between the ages of 5 and 13 before and after school, as well as on vacations and holidays.

Issues studied will include whether differences in sponsorship affect program content, how programs are coordinated with the public schools, and what factors affect quality of programming.

Data for the study will be gathered through a computer-assisted telephone interview of 1,300 nationally representative before and after school programs. In addition to the telephone surveys, site visits to 18 specially selected programs will provide a deeper understanding of program operations by analyzing such issues as the criteria used by parents in selecting programs, the aspects of programs children find most satisfying, and staff factors like education, salaries, and turnover that influence program quality.

Since this is the only nationally representative study of before and after school programs, it should establish, for years to come, the parameters within which public and private sector decisionmakers set policies and allocate resources for these programs. The study's final report will be issued in January 1992.

Survey responses will be held strictly CONFIDENTIAL. Data will not be released with personal identifying information attached, and the survey results will be reported only in aggregate statistical form.

The survey results will be reported in late 1991 and distributed to a wide array of policymakers and professionals concerned with child care issues.

FOR MORE INFORMATION . . .

Please contact one of the following persons for more information about the National Study of Before and After School Programs:

John Love
Project Director and
Co-Principal Investigator
RMC Research
400 Lafayette Road
Hampton, New Hampshire 03842
1-800-258-0802
(in New Hampshire 1-800-244-7175)

Michelle Seligson
Co-Principal Investigator
Wellesley College Center for
Research on Women
Wellesley, MA 02181
(617) 235-0320

Elizabeth Farquhar or Joanne Wiggins
U.S. Department of Education
Office of Planning, Budget,
and Evaluation, Room 3127
400 Maryland Avenue, S.W.
Washington, D.C. 20202-4244
(202) 401-1958

STUDY OF BEFORE AND AFTER SCHOOL CARE PROGRAMS
ADVANCE WORKSHEET

The survey of school-age child care programs will include questions on the following topics:

- General characteristics of your program, such as sponsorship, location, and schedules
- Enrollment and characteristics of the children served by your program
- Program staffing
- Program purposes, activities, and services
- Parental involvement
- Licensing, accreditation, and evaluation
- Fees charged for care and subsidies received for care

This form has been designed to help you prepare for the telephone interview by collecting information from administrative records before the interview takes place. Before filling out this worksheet, please check the cover letter to make sure that your program is eligible for the survey. If it is, completing this worksheet will shorten the time of the telephone interview. Please fill out this worksheet and keep it handy for when you are telephoned to complete the interview. Please do not mail the worksheet to us. Thank you for your cooperation.

NOTE: IF YOU HAVE MULTIPLE LOCATIONS, PLEASE LIST THE INFORMATION FOR ONLY THE PROGRAM AT THE INDIVIDUAL SITE IDENTIFIED ON THE COVER LETTER.

TOTAL ENROLLMENT

1. How many children are enrolled in your program? Please include both your before and after school programs, but count each child only once ________ |__|,|__|__|__|

2. BEFORE-SCHOOL SESSION

How many children are currently enrolled in your before-school session?

ENROLLMENT .... |__|__|__|

NONE .... ☐ → SKIP TO Q.4

3. How many of the children enrolled in your before-school session are in ________

IF ENROLLMENT VARIES, PLEASE RECORD THE NUMBER ENROLLED YESTERDAY.

NUMBER

a. Prekindergarten ________ |__|__|__|
b. Kindergarten ________ |__|__|__|
c. First grade ________ |__|__|__|
d. Second grade ________ |__|__|__|
e. Third grade ________ |__|__|__|
f. Fourth grade ________ |__|__|__|
g. Fifth grade ________ |__|__|__|
h. Sixth grade ________ |__|__|__|
i. Seventh grade ________ |__|__|__|
j. Eighth grade ________ |__|__|__|
k. Other grades ________ |__|__|__|

4. AFTER-SCHOOL SESSION

How many children are currently enrolled in your after-school session?

ENROLLMENT .... |__|__|__|

NONE .... ☐ → SKIP TO Q.6

5. How many of the children enrolled in your after-school session are in ....

IF ENROLLMENT VARIES, PLEASE RECORD THE NUMBER ENROLLED YESTERDAY.

NUMBER

a. Prekindergarten ________ |__|__|__|
b. Kindergarten ________ |__|__|__|
c. First grade ________ |__|__|__|
d. Second grade ________ |__|__|__|
e. Third grade ________ |__|__|__|
f. Fourth grade ________ |__|__|__|
g. Fifth grade ________ |__|__|__|
h. Sixth grade ________ |__|__|__|
i. Seventh grade ________ |__|__|__|
j. Eight grade ________ |__|__|__|
k. Other grades ________ |__|__|__|

NOTE: IF YOU HAVE MULTIPLE LOCATIONS, PLEASE LIST THE INFORMATION FOR ONLY THE PROGRAM AT THE INDIVIDUAL SITE IDENTIFIED ON THE COVER LETTER.

6. Approximately what number or percentage of children enrolled in all sessions of your program are... (This includes before-school only, after-school only, and all sessions of both before-and after-school components.)

NUMBER or PERCENTAGE

a. White, non Hispanic? .... |___|___|___| or |___|___|___|

b. Black, non Hispanic? .... |___|___|___| or |___|___|___|

c. Hispanic? .... |___|___|___| or |___|___|___|

d. Asian or Pacific Islander? .... |___|___|___| or |___|___|___|

e. American Indian or Alaskan Native? ..... |___|___|___| or |___|___|___|

f. Of other racial or ethnic groups? (Specify)............ |___|___|___| or |___|___|___|

____

7. Approximately what number or percentage of the children enrolled in all sessions of your program are male?

NUMBER or PERCENTAGE

|___|___|___| or |___|___|___|

8. Approximately what number or percentage of your children are from families with the following incomes?

NUMBER or PERCENTAGE

a. Under $15,000............ |___|___|___| or |___|___|___|

b. $15,000 to $29,999............ |___|___|___| or |___|___|___|

c. $30,000 to $49,999............ |___|___|___| or |___|___|___|

d. $50,000 and above............ |___|___|___| or |___|___|___|

9. How many different types of paid staff (by position or job title) do you employ?

TYPE OF STAFF

|___|___|

NOTE: IF YOU HAVE MULTIPLE LOCATIONS, PLEASE LIST THE INFORMATION FOR ONLY THE PROGRAM AT THE INDIVIDUAL SITE IDENTIFIED ON THE COVER LETTER.

10. For the different types of positions:

a. What are the job titles you use?	JOB TITLE ____________ ____________	JOB TITLE ____________ ____________	JOB TITLE ____________ ____________
b. How many staff do you employ in each job title?	NUMBER OF STAFF |__|__|	NUMBER OF STAFF |__|__|	NUMBER OF STAFF |__|__|
c. How many hours per week does the typical person in each job title work?	HOURS PER WEEK |__|__|	HOURS PER WEEK |__|__|	HOURS PER WEEK |__|__|
d. What is the highest level of education completed by the person in each job title with the most years of formal education? CHECK ONE BOX.	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐
e. What is the highest level of education completed by the person in each job title with the fewest years of formal education? CHECK ONE BOX.	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐	GRADUATE DEGREE........ ☐ BACHELOR'S DEGREE..... ☐ ASSOCIATE DEGREE......... ☐ CHILD DEVELOPMENT ASSOCIATE TRAINING...... ☐ SOME COLLEGE, NO DEGREE.............................. ☐ HIGH SCHOOL DIPLOMA OR GED.............................. ☐ LESS THAN HIGH SCHOOL.................. ☐
f. What is the starting salary for a person in each job title?	$______ PER______	$______ PER______	$______ PER______

NOTE: IF YOU HAVE MULTIPLE LOCATIONS, PLEASE LIST THE INFORMATION FOR ONLY THE PROGRAM AT THE INDIVIDUAL SITE IDENTIFIED ON THE COVER LETTER.

11. How much do you charge a full-fee-paying parent for:

	Kindergarten Children	Older Children	Not Applicable
a. Your before-school session?	$__________	$__________	☐
b. Your after-school session?	$__________	$__________	☐
c. Your combined before- and after-school session?	$__________	$__________	☐

12. What percentage of your total budget is spent on the following items?

	PERCENTAGE
a. Salaries and benefits?	|__|__|__|
b. Rent and utilities?	|__|__|__|
c. Insurance?	|__|__|__|
d. Other program costs?	|__|__|__|

13. During the last fiscal year, approximately what percentage of your program's budget was met with funds from the following sources?

	PERCENTAGE
a. Parent fees?	|__|__|__|
b. Government funds?	|__|__|__|
c. Board of Education?	|__|__|__|
d. Private funds, such as funds from United Way, local charities, or other service organizations?	|__|__|__|
e. Other sources?	|__|__|__|

Public reporting burden for this collection of information is estimated to average 30 minutes per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the U.S. Department of Education, Information Management and Compliance Division, Washington, D.C. 20202-4651; and to the Office of Management and Budget, Paperwork Reduction Project 1875-0051, Washington, D.C. 20503.

NATIONAL STUDY OF BEFORE- AND AFTER-SCHOOL PROGRAMS

EXECUTIVE SUMMARY

1993

Final Report to the Office of Policy and Planning
U.S. Department of Education, Contract No. LC89051001
Elizabeth Farquhar and Daphne Hardcastle, Project Officers

Patricia S. Seppanen
Dianne Kaplan deVries
Michelle Seligson

RMC
RESEARCH CORPORATION
1000 MARKET STREET
PORTSMOUTH, NH 03801

A Collaborative Project of

RMC Research Corporation
School-Age Child Care Project at Wellesley College
Mathematica Policy Research, Inc.

The views expressed in this report, developed under contract to the U.S. Department of Education, do not necessarily reflect the position or policy of the Department, and no official endorsement by the Department should be inferred.

NATIONAL STUDY OF BEFORE- AND AFTER-SCHOOL PROGRAMS

Executive Summary

Background and Purpose

Until now, no nationally representative data have been compiled to document the characteristics of formal before- and after-school programs that have developed in response to the increasing need for high quality, affordable child care. The National Study of Before- and After-School Programs provides the first nationwide picture of the prevalence, structure, and features of formal programs that offer enrichment, academic instruction, recreation, and supervised care for children between the ages of 5 and 13 before and after school, as well as on vacations and holidays. As a rapidly growing form of child care, before- and after-school programs present a host of questions and issues related to the characteristics and quality of programs for this age group.

Data for the study were gathered in the spring of 1991 through a computer-assisted telephone interview of some 1,300 nationally representative before- and after-school programs that were (a) center- or school-based, (b) providing a minimum of two hours of care four days per week, and (c) not operating exclusively as a drop-in program. Approximately two-thirds of the sample was drawn from programs associated with the public schools; the other one-third included programs sponsored by and/or located in religious institutions, day-care centers, art councils, private schools, corporations, recreation departments, and other youth-serving agencies. Among the public school related programs, a special emphasis was placed on sampling programs that serve children from lower-income families.

In addition to the telephone surveys, site visits conducted during the fall of 1991 to 12 specially selected programs in three geographic regions of the United States provided a deeper understanding of program operations and an opportunity for examining firsthand some of the current issues in providing quality school-age child care.

Data from the survey and site visits were analyzed to:

- provide a profile of before- and after-school program enrollments and the current national capacity for providing care for 5- to 13-year-olds, including program utilization rates;

- describe the organizational characteristics of providers in terms of legal status, sponsorship, operating schedules, financial resources, fees, licensing, and accreditation;

- present findings related to the nature of programming for children, including program purposes, activities, location and use of space, staff characteristics, and the role of parents;
- highlight the characteristics of programs that serve high proportions of children from lower-income families and discuss barriers to serving more of these children;
- describe the role of the public schools in providing before- and after-school programming; and
- contrast features of higher quality versus lower quality programs and how quality relates to parent, child, and community satisfaction.

The National Study of Before- and After-School Programs completes a trio of studies conducted by the Departments of Education and Health and Human Services between 1989 and 1992. The Profile of Child Care Settings Study (Kisker, Hofferth, Phillips, & Farquhar, 1991) addresses the need for comprehensive up-to-date information on the supply of formal early education and care programs. The National Child Care Survey 1990 (Hofferth, Brayfield, Deich, & Holcomb, 1991) provides current information on parents' choices of early education and care arrangements for their children. Comparability of findings is facilitated because all three studies used the same counties as primary sampling units.

A Profile of Program Enrollment and Capacity

In 1991, approximately 1.7 million children in kindergarten through grade 8 were also enrolled in 49,500 formal before- and/or after-school programs in the United States. The 84 percent of programs that are regulated or licensed by a child-care licensing agency or approved by a state department of education have an estimated total capacity of almost 2.4 million children. Considering both licensed and nonregulated programs, we estimate total capacity at 3.2 million children in programs meeting the criteria of this study. Key characteristics of the enrolled children and the availability, capacity, and utilization rates of before- and after-school programs include the following:

Enrollment

Approximately 71 percent of enrolled children attend programs that meet both before and after school; the remaining 29 percent of enrolled children attend programs meeting just after school. Children enrolled in before- and/or after-school programs are overwhelmingly in prekindergarten through grade 3: 90 percent of the before-school enrollments and 83 percent of the after-school enrollments are in this age range.

Almost all directors report that their programs primarily serve children of working parents and children who are English-speaking. An estimated 68 percent of the enrolled children are white, 19 percent are African-American, 8 percent are Hispanic, and less than 6 percent are Asian or Pacific Islanders, American Indian, Alaskan natives, or of other ethnic origins. Regional differences in ethnicity of enrolled children reflect regional population variation; urban programs enroll higher percentages of minority children than those located in suburban or rural areas.

Enrollment of Children from Low-Income Families

Programs serve a small percentage of children (12 percent) from families receiving public assistance. An estimated 21 percent of the children attending programs sponsored by the public schools receive free or reduced-price meals under the National School Lunch Program. By comparison, 36 percent of public school children ages 5-17 are eligible for free or reduced-price meals. In terms of public assistance, there is little variation across programs when categorized by location or legal status, although the percentage of children who receive free or reduced-price meals is higher in the West (29 percent) than in the Midwest (9 percent).

The Availability of Programs by Region

Relative to the population of children ages 5 to 14 in the United States (based on 1988 population estimates of the U.S. Census Bureau), there are more programs and spaces available in the South and slightly higher concentrations of children enrolled in before- or after-school sessions. In contrast, there are fewer programs/spaces available in the Northeast and Midwest in relation to the population of children ages 5 to 14. The Northeast also enrolls smaller concentrations of children in before- or after-school sessions.

The Utilization of Program Spaces

While a third of the programs overall are operating at 75 percent or more of their licensed capacity, enrollments average only 59 percent of capacity in those programs that are licensed or approved by a state department of education. Utilization rates tend to be higher in programs located in the West (69 percent) than in the South (52 percent). These rates, however, do not necessarily mean that programs could serve additional children without added costs, such as increased staffing and access to enhanced facilities.

Organizational Characteristics of Providers

Services and activities to children and families are shaped by a number of structural program features including legal status, type of sponsoring organization, operating schedules, financial resources, and regulatory requirements. Our analyses revealed several major findings regarding these general organizational characteristics of providers:

Legal Status and Sponsorship

The nonprofit sector operates two-thirds of the before- and after-school programs serving children between the ages of 5 and 13; the remaining third are sponsored by the for-profit sector. Nonprofit sponsors include private nonprofit organizations (19 percent); the public schools (18 percent); private religious and nonreligious schools (10 percent); private nonprofit social service or youth serving agencies (7 percent); church or religious groups (6 percent); state, county, or local government agencies (5 percent); and other unspecified nonprofit organizations (2 percent). For profit sponsors include private day-care corporations (29 percent); for-profit private schools (3 percent); and other unspecified for-profit organizations (2 percent).

Interagency Cooperation

Organizations may cooperate in the provision of before- and after-school care in three major ways: (1) through the use of partnership arrangements in the sponsorship of programs, (2) by making donations of in-kind resources to the primary sponsor, and (3) by coordinating services for children with the schools or other organizations in the community. Partnerships currently account for only 7 percent of before- and after-school programs overall, with publicly sponsored programs being more likely to operate in a partnership arrangement than are programs sponsored by private organizations. A larger percentage of programs (27 percent) indicate cooperative arrangements in the form of in-kind donations, with public and private nonprofits again being more likely than for-profits to receive donations. Less than half of the programs (42 percent) report the coordination of services to children with other community organizations.

Operating Schedules

Almost three-quarters (73 percent) of the programs offer both before- and after-school sessions; the remaining programs offer only after-school sessions. For-profit sponsors are more likely to offer both sessions (84 percent), while programs sponsored by state/local governments and social service or youth-serving agencies are more likely to provide only after-school sessions (58 and 55 percent, respectively). For-profit organizations also appear to be more responsive to needs of working parents when school is not in session, with more than 90 percent of these programs operating on school holidays, school vacations, snow days, or teacher in-service days. Few programs operate after 6 p.m. (11 percent) or on weekends (3 percent), with little variation across program sponsor.

Before-school sessions average 1.8 hours and after-school sessions average 3.2 hours. While most programs tend to offer kindergartners the same schedule of services as older children (88 percent of the before-school sessions and 78 percent of the after-school sessions), publicly sponsored programs are slightly more likely to offer a modified schedule for kindergartners.

Fees Charged to Parents

The average hourly fee for combined before- and after-school sessions is $1.77. Programs quoting separate fees by type of session tend to charge more per hour: $2.89 per hour for before-school and $1.96 for after-school sessions. Hourly fees are highest in programs sponsored by for-profits and lowest in private nonprofit programs. Most parents (86 percent) pay the full fee for enrolling their children in before- and after-school programs, with a third of the programs reporting that parental fees are sometimes adjusted based on family income. While approximately 23 percent of programs offer a sliding-fee scale and 24 percent make some provision for scholarships or tuition grants, for-profit programs are much less likely to have these policies than are either public or private nonprofit programs. In contrast, fairly equal proportions of programs across all sectors (on average, 36 percent) report that a government agency pays the fees of at least some of the enrolled children.

Income from parental fees constitutes the largest source of revenue for programs (83 percent). Most of the remaining income comes from local, state, and/or federal government funds (10 percent), although only one-third of all programs receive government funds.

Licensing, Accreditation, and Program Evaluation

Overall, directors report that programs are very likely to be regulated or licensed by a child-care licensing agency or approved by their state department of education (84 percent). A much smaller percentage (23 percent) are accredited by a state or national accrediting organization. Directors report that evaluation procedures, primarily geared to the monitoring of program implementation, are carried out at least annually in 83 percent of before- and after-school programs.

Programmatic Characteristics

The telephone survey included a number of questions concerning the more programmatic characteristics of care provided to children enrolled in before- and after-school programs. Directors were asked about the primary purposes of their program, activities offered to children, facilities, the characteristics of staff, and the role of parents. Findings about child-staff ratios and program size were derived from information provided about operating schedules, enrollment figures, and staffing. The findings show that:

Program Purposes

Before- and after-school programs have taken on many purposes, including the provision of adult supervision and a safe environment for children, recreation, a home-like environment, cultural and enrichment activities, the prevention of social problems, and the improvement of academic skills. Cited by less than half of the programs is the provision of remedial help to children having difficulty in school. The most important purpose cited by more than three-quarters of the program directors is the supervision of children.

Activities

Activities available on a daily basis in more than 80 percent of all programs include socializing, free time, board or card games, reading, time for homework, physically active play, and block building. Activities offered at least weekly by approximately 70 percent of all programs include creative arts/crafts, dramatic play, movement/dance, music, and storytelling/theatrical activities. Activities offered by fewer programs include formal counseling/therapy (57 percent of all programs), computer games (54 percent), television viewing (49 percent), team sports (46 percent), skill-building sports such as swimming or track/field (44 percent), or tutoring (35 percent).

Most programs (85 percent) report that children are involved in planning activities using a variety of informal methods, although children are permitted little say in how they are grouped for activities. Fewer than 10 percent of all programs permit children to choose their own groups, with age (61 percent) being the most commonly used basis for grouping followed by the interests of the child (28 percent).

While 44 percent of programs enroll older children (grades 4 and higher) in before-school sessions and 59 percent enroll older children in after-school sessions, only about half of the programs enrolling these children make special provisions for them, such as offering different activities, letting older children help with younger children, or providing a separate space.

Program Location and Use of Space

The three most common program locations are child-care centers (35 percent), public schools (28 percent), and religious institutions (14 percent). The other 23 percent are in six different types of locations: community centers, work sites, nonreligious private schools, universities, colleges, and municipal buildings. Approximately half of the programs use shared space. The sharing of space is more common for programs located in public schools (67 percent) and religious institutions (60 percent) than in child-care centers (31 percent).

Only 19 percent of the before- and after-school programs have access to an entire building most of the time, and an additional 6 percent have access to all rooms in a school at least weekly. The primary types of space that programs use most of the time include classrooms (44 percent), a playground or park (19 percent), a multipurpose room (15 percent), a cafeteria/lunchroom (14 percent), and/or a gym (13 percent). In terms of recreational space, 27 percent of the programs report that enrolled children do not have access to a playground or park on at least a weekly basis. Types of spaces used by only a few programs at least weekly include libraries (11 percent), and art rooms, music rooms, game rooms, or museums (each used by fewer than 4 percent of programs).

Program Size and Child-Staff Ratio

The average size of an after-school session is much larger than a before-school session (35 versus 23 children). The majority of before-school sessions (79 percent) and after-school sessions (64 percent) enroll 30 or fewer children. Only 4 percent of the before-school sessions and 11 percent of the after-school sessions enroll more than 70 children. Across all programs, the average child-to-staff ratio is 8.9-to-1. Both program size and child-to-staff ratios vary by the legal status of the sponsoring organization: the average publicly sponsored program tends to enroll more children in before-school or after-school sessions and to have a higher child-to-staff ratio than either private nonprofit or for-profit programs.

Staffing

The average program employs two to three senior-level staff members (in addition to an onsite director or site coordinator) and two other staff members. Depending on their roles, staff work an average of 16.9 to 20.4 hours per week in after-school programs and 20.8 to 27.9 hours per week if the program meets both before- and after-school. Almost 40 percent of the staff working in before- and after-school programs also have other jobs, with more than half holding non-school positions (53 percent), followed by non-teaching positions in the schools (40 percent), teaching positions (26 percent), or student status (14 percent).

Almost 90 percent of the staff are women and 70 percent are white, non-minorities. Overall, the ethnic composition of the staff reflects the ethnicity of enrolled children.

The education levels of staff working in before- and after-school programs vary tremendously across roles. More than 60 percent of directors hold at least a bachelor's degree. Considering the senior staff member, other than the director, with the most years of formal education, 37 percent have at least a bachelor's degree. This figure drops to 21 percent for other staff members. Most onsite directors report that, including themselves, at least some paid staff who work directly with children have received additional school-age child-related training in the last year; the extent, content, or quality of this training, however, was not detailed in the telephone survey.

Staff turnover rates are high in before- and after-school programs, although the turnover of staff is concentrated in 58 percent of the programs. The average turnover rate in programs that experienced some turnover of paid staff in the past 12 months is 60 percent. The overall turnover rate, including programs without turnover, is 35 percent.

Staff Wages and Benefits

Because before- and after-school programs are sponsored by so many different types of organizations and operate in such diverse settings, comparable data regarding staff salaries were difficult to obtain in a telephone survey. Onsite directors reporting their salary on an annual basis earned an average of $19,490 per year in 1991.

Onsite directors reporting their earnings per month, week, or day received an average of $12.68 per hour; onsite directors reporting their earnings per hour received an average of $7.40 per hour. The average starting wage of the most senior staff, other than the director, was $6.77 per hour; other staff started at $5.81 per hour. Average wages are consistently highest in publicly sponsored programs and lowest in for-profit programs.

Approximately 28 percent of the programs offer no fringe benefits to staff. When benefits are offered, they most frequently include paid vacation time, health insurance, and paid sick time (each offered by more than one-third of all programs).

The Role of Parents

Only 11 percent of programs require parent involvement, although the extent of that involvement was not fully specified. Well over half of the programs report some parental involvement in program planning or evaluation activities (62 percent), and a third of the programs report that parents serve on an advisory council or board of directors. While most programs (82 percent) rely on talking informally with parents as their mode of communication, about one-third have newsletters or send notes home with children.

Programs Primarily Serving Children From Lower-Income Families

Slightly more than a third (35 percent) of the programs primarily serve children from lower-income families. Almost half (49 percent) of the programs sponsored by public organizations report that they primarily serve children from low-income families, compared to about a third of the private nonprofit programs and 29 percent of the for-profit programs.

Distinguishing Characteristics

Characteristics that distinguish these "lower-income programs" from programs that do not serve concentrations of children from poor families ("higher-income programs") include:

Enrollment. Lower-income programs enroll smaller proportions of prekindergarten children in either before-school or after-school sessions and a higher percentage of minority children. As expected, lower-income programs enroll a higher percentage of children with parents on public assistance, and a higher percentage of children who receive free or reduced-price school meals.

Sponsorship. Although the three most common sponsors of lower-income and higher-income programs are of the same type (private for-profit corporations, the public schools, and private nonprofit organizations), lower-income programs are less likely to have for-profit status than are higher-income programs.

Operating schedules. Higher-income programs are more likely than are lower-income programs to offer both before- and after-school sessions (76 versus 66 percent) rather than only after-school sessions.

Finances. The sources of income in higher- and lower-income programs vary substantially. Parent fees represent almost all of the budget revenue in higher-income programs as opposed to less than two-thirds of the revenue in lower-income programs. About a quarter of the operating budgets of lower-income programs are met with government funds compared with only 3 percent of the budgets of higher-income programs.

On average, lower-income programs have a smaller percentage of parents who pay full fees (74 versus 90 percent in higher-income programs) and are more likely to reduce parent fees based on family income through sliding-fee scales, scholarships or tuition grants, or the use of government subsidies (53 versus 25 percent). Even though lower-income programs are more likely to offer reduced fees to eligible families, only 38 percent have a sliding-fee scale available and 56 percent receive funds from a government agency toward the care of some children.

Program purposes and activities. Lower-income programs are more likely to stress purposes related to the quality of life and future success of children among their primary aims. Consistent with these emphases, lower-income programs are also more likely to offer tutoring and homework as an activity at least weekly. Yet their relatively greater emphasis on cultural/enrichment opportunities and prevention does not necessarily translate into an increased availability of related activities: lower-income programs do not offer activities related to the arts, field trips, team sports, or counseling to any greater degree than do the higher-income programs.

The grouping of children varies across lower- and higher-income programs. Lower-income programs are more likely to report that children are organized in more than one group, with children more often being grouped by age. In making special provisions for older children, lower-income programs are more likely to offer different activities. Only a small proportion of programs overall offer older children a separate space, but this is more likely to occur in higher-income programs.

Facilities and space. Lower- and higher-income programs vary in the types of facilities and physical space used. Lower-income programs are more likely to be located in the public schools (33 percent); higher-income programs are more likely to be located in child-care centers (38 percent). Children attending lower-income programs are more likely to use dedicated program space, but are less likely to have access to a playground or park at least weekly.

Parent involvement. Lower-income programs are more likely to require parent involvement compared to higher-income programs (16 versus 8 percent, respectively) and are also more likely to have parents serve on an advisory council or board (43 versus 32 percent).

Issues Related to Serving Children From Lower-Income Families

Findings from the site visits for programs serving lower and higher proportions of children from lower-income families illustrate key characteristics associated with programs enrolling concentrations of poor children. These characteristics include:

- *Location* -- they are located in lower-income or mixed low- and middle-income neighborhoods and have enrollment policies that explicitly target the enrollment of children from lower-income families. Thus, the mission of the program includes serving children from lower-income families residing in the surrounding neighborhood.
- *Purpose* -- their primary purpose includes the supervision of children as well as the prevention of problems such as alcohol or drug abuse, smoking, or other risk-taking behaviors. Mentioned repeatedly is the role of the program in bolstering the self-esteem of children; in those programs serving limited English speaking children from lower-income families, staff members place an emphasis on developing fluency in the English language and on encouraging children to be proud of their heritage.
- *Financial* -- they rely much less on fees paid by parents for operating revenues (less than 10 percent of their operating budgets were derived from parent fees) in favor of revenue from other sources, including government funds, funds from the United Way, and local fund raising efforts.
- *Recruitment* -- the programs are well established in the local neighborhood; parents are aware of the services available and recruitment is handled through "word of mouth" among families. More often than not, these programs are operating at capacity and have waiting lists.

Barriers to the Enrollment of Children from Lower-Income Families

Findings from the site visits illustrate six types of barriers that may be limiting the enrollment of children from lower-income families:

- *Financial* -- A reliance on parent fees as the primary source of revenue may limit the availability of fee waivers or scholarships even if policies to provide them exist.

- ***Location*** -- Because programs tend to serve children from the surrounding neighborhood, programs located in middle-class neighborhoods tend to enroll predominately middle-class children and not actively recruit children from lower-income families.

- ***Primary purpose*** -- The mission or purpose of the program may be narrowly defined as supervision of children whose parents are working and who can afford to pay for care.

- ***Limited sources of financial assistance*** -- Government funds available to subsidize fees may be targeted to particular types of families (e.g., child protection cases) or be inadequate to meet the demand for care in areas of high poverty.

- ***Lack of transportation*** -- There may be inadequate provisions for transportation, particularly when the program is not located near public transportation or when the school district is operating under a desegregation plan where children are being bused to a school out of their neighborhood.

- ***Attitudes of parents*** -- Parents themselves may be wary of free or subsidized services, particularly if they are asked about their employment status and income. Other parents may be unwilling to bear the stigma of requesting a tuition waiver.

The Role of the Public Schools in Before- and After-School Care

In 1991, an estimated 601,400 children were enrolled in 13,500 public school-based before- and after-school programs, representing only 35 percent of all children enrolled in such programs and 28 percent of the programs that meet the study's criteria. Before- and after-school programs that are physically located in the public schools are equally likely, however, to be sponsored by the public schools or by another organization in the community.

Distinguishing Characteristics of School-Based Programs

Key features that distinguish public school-based programs (regardless of sponsor) include:

- Approximately three-quarters of the enrolled children are in grades K-3; less than 5 percent are in prekindergarten or grade 8 or higher.

- The percentage of school-based programs (17 percent) operating as partnership arrangements is higher than the national figure (7 percent). This figure is surprisingly low since half of the school-based programs are sponsored by community organizations that are using public school facilities on a shared basis. A much larger percentage of programs (38 to 45 percent) indicate cooperative arrangements in the form of in-kind donations. Although the percentage (57 to 60 percent) of school-based programs coordinating services for participating children is higher than the national average (42 percent), it demonstrates that collocation of services does not necessarily translate into coordination.

- School-based programs are less likely than those located in other facilities to include both before- and after-school sessions: slightly more than half offer both types of sessions; the remaining programs provide only after-school care.
- Almost 80 percent of the budgets of school-based programs are met with parent fees, with more than three-quarters of the parents of enrolled children paying full fees. Funds from a board of education or private sources account for less than 10 percent of operating budgets: the remaining revenue comes from government funding.
- Although the percentage of older children enrolled in school-based programs is consistent with the national figure, these programs are more likely than other programs to provide at least some type of different activities for children in grades 4 or above.
- Virtually none of the programs have access to the entire school building. The majority of programs (60 percent of the public school-sponsored and 75 percent of the programs sponsored by other organizations) share space used by children and staff. The primary spaces used in the public schools include cafeterias and lunchrooms, classrooms, and gymnasiums. While three-quarters of the school-based programs, overall, have at least weekly access to a playground or park, approximately 26 percent of public school-sponsored, and 15 percent of school-based programs sponsored by other organizations never do.

Differences by Sponsorship

The main differences between school-based programs that are also sponsored by the public schools, compared with school-based programs that are sponsored by other community organizations, are that public school-sponsored programs:

- are larger, enrolling an average of 33 versus 19 children in before-school sessions and 50 versus 36 children in after-school sessions;

- have higher fees when quoted separately by session, particularly the fees charged for kindergartners attending under a modified schedule;
- spend a higher percentage of their budgets on staff salaries benefits and pay higher wages, regardless of job roles. At the same time public school-sponsored programs are less likely to offer fringe benefits or to compensate staff for time spent in activity planning;
- are less likely to offer summer programs, care during school holidays, school vacations, or on teacher inservice days;
- are more likely to offer dramatic play, tutoring, videos/movies, or computer games at least weekly, but less likely to offer movement and dance; and
- have a higher child-to-staff ratio (14.2-to-1 versus 10.5-to-1).

Program Quality and Satisfaction

While the major focus of this study has been on descriptive analyses of the nation's before- and after-school programs based on telephone interviews, these findings offer little insight into the quality of the programs and the factors that influence quality. In order to begin to explore issues related to quality before- and after-school care, we conducted site visits to 12 purposefully selected programs located in three states: California, Florida, and Indiana.

Assessing Quality

In 1987, a review of research on school-age care concluded that "the key issue in forthcoming years will be determining the indicators of program quality" (Powell, 1987, p. 65). Since that time, considerable attention has been paid to the quality issue, and in 1988 the National Association for the Education of Young Children developed accreditation guidelines for school-age programs. The staff of the School-Age Child Care Project at Wellesley College have synthesized current thought and practice to develop an observation instrument, Assessing School-Age Child Care Quality (ASQ), to obtain systematic ratings by site visitors or observers. ASQ focuses on four dimensions of program quality: (1) human relationships among staff, children, and parents; (2) indoor and outdoor space, materials, supplies, and equipment; (3) activities and use of time; and (4) safety, health, and nutrition. Trained observers independently rate 186 observable program elements related to these four dimensions on a seven-point scale (1 = Not At All Like This Program to 7 = Very Much Like This Program). It is important to note that the ASQ instrument is exploratory in nature; it has not been formally validated in field tests, although it has received extensive field use and appears to have more than adequate face validity.

Findings from Site Visits to 12 Programs

In terms of quality, the 12-site visit programs consistently score highest in the area of safety, health, and nutrition (averaging 5.8 with a range of 4.8 to 6.9 across programs). The wide range we see in the other three areas are of concern: human relationships, averaging 5.6, with a range of 3.0 to 6.9 across programs; space averaging 5.2, with a range of 3.1 to 6.7; and activities and use of time averaging 4.5, with a range of 2.1 to 6.6. These findings are consistent with other evaluation studies using the ASQ.

Site visit programs, on average, appear to be doing well in the following quality areas: staff-to-staff interactions; child-to-child interactions; the availability of enough staff to adequately supervise children; and the implementation of positive steps to protect the safety and health of children.

A number of quality indicators reveal areas in which programs consistently need the most improvement: permitting children the freedom to rearrange the space for their activities; providing for quiet areas and interest areas that are inviting and home-like; differentiating space for different activities such as naps or resting, cooking and eating, open and active play, dramatic events, and creative arts; programming for all ages, particularly the provision of activities appropriate for older children; and in the area of health and nutrition, providing food that is healthy and opportunities for children to eat when they are hungry and to prepare their own food.

Implications for Policy and Practice

Based on the major themes that emerge from the findings, we draw four major implications for policy and practice:

Learning About the Needs of Families

Planning materials related to the development of school-age child care initiatives uniformly call for a systematic needs assessment to find out how many families need a program and to obtain a general picture of what their needs are. Just knowing the number of families with school-age children is not sufficient -- the needs assessment must find out who wants, and would use, a before- and after-school program; the kinds of care they require and prefer; and what they can afford to pay. The needs assessment process, at the neighborhood and community levels, must continue even after programs have been launched and go beyond the assessment of parental preferences in terms of current approaches to programming in terms of activities and scheduling.

We see programs in the United States struggling day-to-day to maintain a delicate balance among three key elements -- parent fees, staff salaries/working conditions, and program quality. As current programs strive to meet this challenge, they may be failing to look beyond the current population of children being served. Why do enrollments in before- and after-school programs drop off so dramatically by grade 4, even when current utilization rates have not reached capacity? What do families perceive as their need for before- and after-school care when a child reaches age 9? What is the need for care during school vacations, evenings, and on weekends? From the site visit data, in particular, we see that programs that are attracting older children are making special provisions for them: different activities, tutorial assistance, team sports, permitting enrollment on a drop-in basis. From the perspective of the older children enrolled in these programs we then heard, "It is okay to be here; this program is not just for little children; I'm here because my friends are here."

Overcoming Barriers to Program Development

The site visit programs scoring lower on the program quality instrument (ASQ) illustrate problems common to many before- and after-school programs striving to provide care under less than ideal physical conditions, often with poorly prepared staff who change from year to year. A major need identified in the survey data, and illuminated further in the site visits, is for adequate space within facilities. For school-based programs, in particular, the school principal plays a key role in permitting full access to school resources, creating a vision that integrates the program into the school community, and handling the unavoidable issues that emerge when space is shared.

While more suitable space would go a long way toward enhancing program quality, training staff to adapt space to meet program needs would make an enormous difference. Staff training must also go beyond activity planning and basic health and safety, to encompass learning about effective methods for interacting with children, particularly as programs strive to serve children beyond grade 3.

Finally, the pervasive issue of staff turnover must be addressed if the continuity and quality of programming is to be maintained. Higher quality site visit programs that have also reduced staff turnover are employing a senior staff member on a full-time basis and paying him/her on a professional salary scale. This senior staff member is based at the program site, works directly with children, and has major responsibility for ongoing program development and staff training.

Expanding Use by Lower-Income Families

Regardless of whether a before- and after-school program is sponsored by the public schools or by a nonschool organization, programs remain very dependent upon parent fees for their operating revenue. Chapter 1 funds, an untapped revenue source, are currently being used by only 3 percent of the programs nationally and only 4 percent of the programs that primarily serve children from lower-income families. Only limited funds are available from state social service agencies, and programs make little provision for reducing the fees of low-income families through scholarships or the use of sliding fee scales. Federal and state tax credits for a portion of child care costs are not very helpful to low-income families because they are limited to a parent's tax liability. These funding patterns are leading to the development of a school-age child care system that is stratified by family income. Participation is limited to the families most in need, who qualify for government subsidies and those at the upper end of the income scale who can afford the fees. The development of a school-age child care system that is accessible to all families depends on the availability of additional support for the tuition costs of families ineligible for government support who nevertheless want to use before- and after-school care but cannot pay the whole cost.

The Role of the Schools

Public school-based before- and after-school programs (including programs sponsored by the public schools and by another organization in the community), although growing, represent only one-quarter of the programs and one-third of enrolled children overall. Programs sponsored by private nonprofit schools represent only an additional 10 percent. Exploring the relationship between the schools and child care for school-age children has given us the opportunity to examine the ways in which schools are expanding their services into areas not typically understood as their province. Schools that begin to offer child care for school-age children recognize the value of being "open" systems, of modifying and expanding their institutional boundaries to incorporate new services for children and families. Locating a program in a school often solves transportation problems, since the students are already there. In addition, because costs related to rental of space are minimized, funds can be used for staff costs, equipment and materials, or reducing the fee burden on lower-income families.

We see a danger in the schools extending their role into the after school time of the child that has traditionally involved activities in the home, neighborhood, and community. As the schools move into the provision of before- and after-school care, will program planners emphasize academic learning, when many parents and children may instead desire safe and reliable child care with informal learning in an enriching environment that emphasizes social and emotional growth? If academic work and remedial assistance is to be one function of a before- and after-school program, will such programs be available only to children whose parents can afford the fees or children whose families qualify for government subsidies? Given legislation mandating the public schools to provide a free and appropriate education to children with disabilities, how will before- and after-school care be extended to this traditionally underserved group?

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